DOCUMENT RESUME

ED 389 980 CG 026 710

TITLE	Responding to Juvenile Drug Abuse and Violent Crime: Innovative State and Local Programs.
INSTITUTION	Justice Research and Statistics Association, Washington, DC.
SPONS AGENCY	Department of Justice, Washington, DC. Bureau of Justice Assistance.
PUB DATE	Apr 95
CONTRACT	92-DD-CX-K026
NOTE	157p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC07 Plus Postage.
DESCRIPTORS	Adolescents; Alcohol Abuse; County Programs; Crime; *Crime Prevention; Delinquency; Delinquent Rehabilitation; Drinking; *Drug Abuse; Drug Use; Federal Programs; Federal State Relationship; Illegal Drug Use; *Police; Police Community Relationship; *Program Content; Program Effectiveness; Program Evaluation; *State Programs; Substance Abuse; *Violence; Youth Problems
IDENTIFIERS	*Juvenile Crime

ABSTRACT

Juvenile programs presented at five Bureau of Justice Assistance (BJA) State and Local Programs Working Meetings serve as the focus for this report. The following topics were covered at the meetings: (1) Rural Issues and Programs; (2) Treatment, Rehabilitation, and Education; (3) Understanding and Combating Violence; (4) Preventing Drug Abuse and Violent Crime; and (5) Successful Collaborative Programs: Improving the Criminal Justice System. Program summaries from Colorado, Florida, Georgia, Idaho, Illinois, Kansas, Maryland, Minnesota, Montana, New Jersey, Ohio, Oregon, Pennsylvania, Puerto Rico, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Washington, West Virginia, and Wisconsin are included. Program summaries contain: a statement of the problem; goals and objectives; program components; results and impact; and contact information. (JBJ)

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BUREAU OF JUSTICE ASSISTANCE

BJA

RESPONDING TO JUVENILE DRUG ABUSE AND VIOLENT CRIME

Innovative State and Local Programs

April 1995

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About the Bureau of Justice Assistance

The Bureau of Justice Assistance administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Program to support drug control and system improvement efforts focused on state and local criminal justice systems. The Bureau's mission, directed by the Anti-Drug Abuse Act of 1988, is to provide funding and technical assistance to state and local units of government to combat crime and drug abuse. Through funding and technical support, the Bureau assists the states in managing the growing numbers of anti-drug programs and the rapidly increasing volume of drug cases entering the criminal justice system. It also identifies, develops, and shares programs, techniques, and information with the states to increase the efficiency of the criminal justice system, as well as provides training and technical assistance to enhance the expertise of criminal justice personnel. The Bureau accomplishes these mandates by funding innovative demonstration programs, some of which are national or multi-jurisdictional in scope; by evaluating programs to determine what works in drug control and system improvement; and by encouraging the replication of successful models through linkages with the Formula Grant Program and other resources.

The Director of the Bureau is appointed by the President and, upon confirmation by the Senate, serves at the President's pleasure. The Director establishes the priorities and objectives of the Bureau and has final authority to approve grants, contracts, and cooperative agreements. In establishing its annual program, the Bureau is guided by the priorities of the Attorney General, U.S. Department of Justice, Office of Justice Programs, and the needs of the criminal justice community.

This report was prepared under cooperative agreement #92-DD-CX-K026, provided by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The points of view or opinions stated in this document do not represent the official position or policies of the U.S. Department of Justice.

The Bureau of Justice Assistance is a component of the Office of Justice Programs which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

RESPONDING TO JUVENILE DRUG ABUSE AND VIOLENT CRIME

Innovative State and Local Programs

State Reporting and Evaluation Program
Bureau of Justice Assistance, Office of Justice Programs
U.S. Department of Justice

April 1995

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Acknowledgements

This report resulted from a cooperative effort by the States and the Bureau of Justice Assistance as part of the State Reporting and Evaluation Program, which is coordinated by the Justice Research and Statistics Association.

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Introduction

As part of a continuing effort to provide the criminal justice community with improved access to information on successful programs that are responsive to problems of juvenile drug abuse and/or violent crime, the Bureau of Justice Assistance (BJA) is pleased to present this document which focuses on the juvenile programs presented at five BJA State and Local Programs Working Meetings. The State and Local Programs Working Meetings have been in existence since 1993 and have covered the following topics: (1) Rural Issues and Progams; (2) Treatment, Rehabilitation, and Education; (3) Understanding and Combatting Violence; (4) Preventing Drug Abuse and Violent Crime; and (5) Successful Collaborative Programs: Improving the Criminal Justice System.

The juvenile programs documented in this report are primarily the result of program development and implementation activities supported by BJA's Formula Grant Program to State and local governments and organizations. Additionally, some of the programs were developed as a result of BJA funding through its Discretionary Grant Program. Finally, a few programs were established and sustained with no or little Federal funding, but are of interest to State and local planners for potential replication.

This report was primarily developed as preparatory material for the BJA State and Local Programs Working Meeting, **Youth, Drugs and Violence**. As a result of this working meeting, an additional 22 State and local juvenile drug abuse and violent crime programs will be documented. This publication will be available through BJA and the Justice Research and Statistics Association.

Colorado

Poudre Valley Trailer Park's Community Policing Program

Statement of the Problem

The Poudre Valley Trailer Park covers 41 acres, offers 310 spaces for mobile homes, and has an estimated population of 1,200–1,500 residents. The demographics of the park are equivalent to those of a rural community, but there is one major difference between the two: A rural town has some form of self-government, but a trailer park does not; consequently, a town can provide essential services to its residents, but a trailer park must compete for those services with the remaining segments of the county.

In 1990, for example, the Larimer County Sheriff's Department received 401 calls for law enforcement assistance from the 0.06-square-mile Poudre Valley Trailer Park. Although those calls represented only 1.79% of the total calls handled by the department in 1990 and were concentrated in 0.0025% of the total land area in Larimer County, they accounted for the highest concentration of calls per square mile in the county.

The large number of calls for police assistance, combined with the lower socioeconomic composition of the population in the park as well as the visible signs of decay, such as rundown trailers and excessive amounts of litter, indicated that the trailer park was a prime candidate for a community policing program. Additionally, the park's residents had voiced the need for increased police services because many were afraid to walk through the park or to let their children play at the park's playground. To compound the problem, the residents distrusted the sheriff's department because they did not believe that the department was committed to addressing the root of the crime problem or to taking measures beyond merely arresting people.

Goals and Objectives

The Poudre Valley Trailer Park's community policing program, which began in May 1991, defined the following goals:

- *Establish a strong area presence*—To develop and maintain the residents' trust and confidence in the sheriff's department, the department will operate an outpost office within the park as a resource for the residents and as a substation for area deputies, who will patrol the park on foot or bicycle whenever possible.

- *Conduct positive public relations*—As representatives of the Larimer County Sheriff's Department, the deputies will work to convince the community that the department is there to serve them.

- *Gain familiarity with the park's residents, activities, and problems*—The distribution of questionnaires and smoke detectors will give the deputies opportunities to interact with the residents and demonstrate their interest in the community and its safety.

- *Establish a task force for fighting crimes against children*—Working with other community agencies, the sheriff's department will develop procedures for the prevention and detection of crimes against children who live in the trailer park.

- *Facilitate improvements in the trailer park*—In cooperation with the park's management, the department will (1) change the numbering system for mobile homes and streets to enhance the department's response to incidents; (2) improve the lighting system throughout the park; (3) install a directory panel at the park's entrance; (4) relocate the school bus pickup from the entrance of the park to a safer location; (5) address the problem of children running, walking, and playing in the streets; and (6) reduce the number of dogs and cats running at large.

- *Support the Evenstart Learning Center*—The sheriff's department will assist with the summer school program by providing personnel to present drug and alcohol awareness programs for parents and youth involved with Evenstart.

- *Assist in organizing recreational activities for youth*—The deputies will coordinate activities with the Evenstart and the Activities Youth Center programs, such as implementing a softball league with neighboring trailer parks and organizing involvement in the Fort Collins Police Department's Laramie River Rendezvous.

Program Components

Two deputies from the Larimer County Sheriff's Department were assigned full-time to the program, which followed the model already existing in many small towns and rural areas across the country, whereby sheriffs' departments are responsive to the needs of their communities and utilize officers who are well-known members of those communities.

Gaining the trust of the community was one of the key elements of the Larimer County model. During the initial stages of implementation, the sheriff's department developed a close working relationship with the management of the trailer park and devised a plan of action. When the department ensured its commitment to the program, the owners of the park were willing to spend money on improvements and were receptive to suggestions for changes in the park's rules.

Foot patrols were also a vital component of the program because they increased the interaction between the deputies and the residents, particularly the children. The deputies conversed regularly with the residents and often attended social events at the park, demonstrating their interest in serving the community. In addition, the deputies distributed a survey, thereby discovering what the residents perceived as priority problems in their community; consequently, the survey results strongly influenced the direction of the program. The deputies also distributed smoke detectors in a joint effort between the sheriff's department and the Poudre Fire Authority.

Another aspect of the program involved the close working relationship between the community policing officers and the Evenstart Learning Center, a federally funded project designed to help preschool and school-age children of low-income families gain the basic educational skills necessary to succeed in a mainstream school environment. The deputies helped to organize activities such as picnics and trips to sporting events and recreational centers.

Results and Impact

Performance Measures

Subjective measurements were based on reactions from the deputies, the residents, and the park's management, while objective measurements were based on crime statistics and survey results.

Implementation Problems and Successes

The community policing officers experienced resentment from other officers, a problem that stemmed from the belief that community policing was not "real police work" and that it produced a heavier workload for other officers. Some members of the department felt that community policing was the work of a social service agency, not of a crime-fighting police force. The department is currently working to correct that negative perception through education, training, and supervision.

Another obstacle was the reaction to the decentralization of authority. Many officers and supervisors had a difficult time making the transition from an autocratic structure to one in which officers were planning the enforcement activities. That change—from reactive to proactive police work—caused problems for some deputies, but the problems were resolved as the deputies developed a better understanding of and became more comfortable working under a decentralized structure.

Successes and Accomplishments

As a whole, the program was viewed as a successful partnership. The flow of information from the community to the deputies has improved, and the residents now view the deputies as a vital resource for helping them solve the problems in their community. Before community policing was implemented in the trailer park, the deputies received little cooperation in gathering information or evidence for cases; today, however, residents are taking responsibility for the day-to-day activities in the park. In general, community policing has resulted in (1) a higher level of trust between the sheriff's department and the community, (2) a reduction in the fear of crime, and (3) the perception that the Poudre Valley Trailer Park is a better place to live.

The number of service calls to the department has increased since the inception of the program, which could be attributed to the following factors: (1) the increased willingness of the residents to report crimes, (2) the increased presence of the officers in the park, and (3) the increased follow up on possible problems because of the officers' concern for a community that they feel they are a part of.

Other accomplishments of the program included (1) cleaning up the park, in cooperation with the park's management, the residents, and the Larimer County Health Department; (2) redesigning the traffic flow within the park to reduce the speed limit and make the area safer for children; and (3) obtaining sports equipment from the Fort Collins Recreation Department to be used at the park's playground.

Prospects for Replication

The Poudre Valley Trailer Park's community policing program will adapt easily to a variety of settings both within the State and across the country, such as incorporated or unincorporated rural communities, mobile home communities, rural high-density subdivisions, and areas with a high concentration of multiethnic populations. Before implementing a similar community policing program, however, communities must seriously consider three factors: (1) A well-defined community boundary, whether geographic or cultural, must exist; (2) the sheriff's department (or other law enforcement agency) must be willing to accept a structure that decentralizes authority and empowers the officers to handle problems on an individual basis; and (3) the officers must be willing to become a part of the community and strive to make it a better place to live.

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Colorado

The Thornton School Resource Officer Program (SRO)

Statement of the Problem

The problem of drug abuse among young people is a major concern of police and school officials in Thornton, Colorado. Juveniles are involved in a significant number of serious crimes, especially burglary, and studies by the National Institute of Justice and other organizations document a direct and significant relationship between drug abuse and crime.

School officials frequently call upon the police to deal with intruders on campus, many of whom are on school grounds to sell drugs or recruit gang members. Offenses committed on or in the proximity of the school campus frequently require police and staff response.

The Thornton School Resource Officer (SRO) program was developed as an integral component of the Thornton police department's multifaceted strategy to address these and other issues. The presence of an SRO on campus is not a new concept. Thornton's program is considered somewhat unique, however, because of its combination of funding, deployment, responsibilities, community collaboration, flexibility, and capability for expansion.

Goals and Objectives

The program has various goals: (1) to develop positive relationships among police, students, parents, and school officials; (2) to provide positive role models, mentors, and resources to the community's youth; (3) to develop positive attitudes toward law enforcement and community responsibility among the students; and (4) to prevent gang recruitment, drug trafficking, and other illegal activities in the service area of the school.

The program's objectives are to: (1) provide for law enforcement activities on campus and in surrounding areas; (2) provide multi-disciplined, coordinated services to the students; (3) reduce on-campus and off-campus occurrences of drug abuse/possession, theft, vandalism, and weapons possession by students; (4) present gang awareness and prevention training to 95% of the student body during the next two years of the program; and (5) improve the attitudes of students in the areas of drug resistance, alcohol avoidance, civic responsibility, and perceptions of the police and the criminal justice system.

Program Components

The Thornton SRO program has been funded through a combination of sources including city general revenue, school district general revenue, a grant from the Federal Bureau of Justice Assistance channelled through the Colorado Division of Criminal Justice, and money forfeited to the city as a result of drug investigations.

Through the program, an experienced officer is assigned full-time to each of the six high schools and junior high/middle schools in the community. The selection is made by a panel consisting of the Chief of Police, the school principal, a teacher, a parent, and three students. Each SRO is co-supervised and evaluated by police and school officials.

The uniformed SROs serve as resource persons, mentors, teachers, and peace officers. In addition to practicing proactive, preventive approaches such as teaching Law Related Education (LRE), Drug Abuse Resistance Education (DARE), gang awareness and prevention, and other classes, the SRO serves as the beat officer for his/her school campus and the immediate surrounding area. Each officer is responsible for call response, investigation, and enforcement activity on and off the campus if the off-campus incident involves a student at his/her assigned school.

Beyond the activities highlighted above, the resource officers have become an integral part of the "Cities In Schools Program," through which they collaborate with schools, social service agencies, mental health providers, the probation department, diversion programs, and youth services case workers to provide comprehensive services and support the community's youth need. The officers also coordinate problem solving activities with individual parents and parent groups, the Safe School Project Team, neighboring residents and merchants, and other organizations. Resource Officers provide an on-campus liaison between the Serious/Habitual Offender Directed Intervention (SHODI) Program and students. This program identifies youth who are serious or habitual offenders. The District Attorney's Office, the probation officer, and the SRO create child-specific interventions so that the youth will not become more violent or commit more crimes.

The site-based nature of the SRO program permits and encourages flexibility for the development of different goals, objectives, activities, and prescriptive techniques for each school. For example, while DARE may be taught in one school, LRE may be offered in another. Some individualization in performance measures is also permitted. The assigned SRO and school staff develop the specifics of the program within established parameters.

Results and Impact

Performance Measures

The completion of an SRO orientation, LRE training, and other required training courses for officers and staff is documented. Computerized baseline data concerning off-campus offenses are collected for future comparisons. Campus area patrol activities are documented and summarized in quarterly activity reports. Year-end report documents from 1990 through 1993 have been reviewed to determine if there has been a reduction in fights, harassment, thefts, vandalism, weapons violations, parking violations, and substance abuse since the inception of the SRO program.

Supervisors and managers periodically review problems identified, documented responses, and other collaborative activities. Meetings and coordination are documented in quarterly reports and/or verified by periodic supervisory review. Pre- and post-program attitude surveys are administered to the students involved. The survey has been developed and reviewed by the school district staff.

Implementation Problems and Successes

Initially, some patrol officers not assigned to the SRO Program were skeptical of the program's potential. This skepticism was overcome through education and demonstration of the success of the program.

While the community is eager to fund and expand the program, finding the funds is sometimes a challenge. Funds are obtained from the City of Thornton, the school district, the Bureau of Justice Assistance, asset seizure and forfeiture, and fundraisers. The latter provide the means to buy materials and equipment.

Successes and Accomplishments

Quarterly and year-end reports from Horizon High School, one of the program's schools, in Thornton, Colorado document the presentation of LRE to 100% of the sophomore class. Quarterly and year-end reports document the presentation of gang awareness/prevention education to 78.2% of the student body. Two hundred thirty-nine other class presentations were documented over a two-year period.

The schools have seen a reduction in some negative indicators from the baseline year 1990 through 1993. Fights are down 66% from 99 in 1990 to 33 in 1993. Vandalism has decreased 43% from 23 incidents in 1990 to 13 in 1993. Weapons violations have decreased from 7 in 1990 to 1 in 1993, a decrease of 85%. Parking violations have been decreased 59%, from 34 to 14. Finally, reported substance abuse has dropped 41% in the participating schools, from 22 cases in 1990 to 13 cases in 1993.

Positive working relationships have been realized among the police department, the students, the faculty, the administration, and the community. The pre- and post-program attitude surveys administered to the students indicate more positive attitudes toward police, civic responsibility, the criminal justice system, and drug abuse resistance.

Through the program, police officers have proven their ability to perform many roles. School Resource Officers are role models, resource people, mentors, and friends as well as law enforcement officers.

The SRO Program provides an avenue for the police department to become involved in other programs. Examples of this are the collaboration with the Cities in Schools and SHODI programs. Collaboration allows the SRO to become involved with social service agencies, mental health providers, probation officers, and the District Attorney's office.

Prospects for Replication

Before implementing the program, the police department should obtain support for the concept from the city management and policy makers. The department should then approach individual school principals to obtain support on a site-based level. The principal and police representative should then proceed to the school district to present the abstract of the program. Organizers should meet with parents, teachers, and student groups early on and stress that the program is mainly preventive. Although the officer will enforce the law, his/her role is primarily that of a mentor, resource person, and role model who emphasizes the development of positive relationships with students, faculty, administrators, parents, and the community.

Organizers must keep an open mind about funding possibilities. They should be innovative and creative in putting together a practical mix of sources. The police department should involve the school administration, faculty, and students in the selection of the officer who will become the SRO. Once selected, a commitment of two to three years should be obtained from the officer.

It is important to evaluate the program continually. It is equally important not to be afraid to make changes in the program's goals, objectives, and activities to make it more productive and efficient. The police department and SRO should never stop developing and nurturing the relationships that have been formed with the school board, administration, faculty, parents, and outside agencies that provide services to the students.

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Florida

Drug Treatment and Rehabilitation Programs for Offenders

Statement of the Problem

Florida's unique geography and demographic profile make the state, unfortunately, a national leader in substance abuse and its negative consequences. From the individual tragedy of drug addiction to the societal horror of violent crimes committed because of drugs, Florida has too much experience. Cocaine powder, crack cocaine and marijuana are available in all of the state's 67 counties. The number of drug offenses increased 7.2 percent in the past year while all other offenses rose 1.1 percent. This, in spite of increased overall prevention and enforcement efforts, reinforces the need for rehabilitation and treatment programs for drug crime offenders to break the vicious cycle of addiction and crimes committed to satisfy the addiction.

Goals and Objectives

The goal of Florida's rehabilitation and treatment programs is to break the cycle of drug use and related crime by reducing the demand for drugs. The objectives are to retrain the offender's physical and psychological needs through treatment services, and to substitute viable academic and vocational skills that offset the financial incentives for drug involvement through rehabilitation services. Indeed, Florida's emphasis on prevention and treatment approaches to fighting substance abuse has led the state to spend approximately 47 percent of Drug Control System Improvement (DCSI) funds since federal fiscal year 1990 on rehabilitation and treatment.

Program Components

The DCSI grant is administered in Florida by the Department of Community Affairs (DCA). DCA staff:

- conduct fiscal and programmatic monitoring of all grant-funded projects at least annually, using an automated grants processing, monitoring and management information system (GPMMIS), which tracks program expenditures and performance;

- require subgrantees to submit quarterly, annual and final program performance reports. Data from these reports are entered into GPMMIS to assess the efficiency and effectiveness of services;

- direct subgrantees to submit and receive approval on numerous fiscal documents such as budgets, claims for reimbursement, budget amendments, etc. These reports are entered into GPMMIS for tracking; and

- contract with Florida State University to evaluate selected purpose areas.

Subgrantees are awarded funds on a formula basis that takes into account the county size and problems with substance abuse. At least 51 percent of the units of government within the county representing at least 51 percent of the county's population must sign off on a project to receive funds. This approach, unique to Florida, has resulted in programs that are based more on community and social services and medical treatment than on law enforcement.

Treatment and rehabilitation services are provided either by the state or by local providers to drug offenders who are either incarcerated, on probation or in pre-trial status. The settings in which the services are delivered vary, but are primarily in prison, jail or in the community. In spite of the differences in operators (state or local) and venue (state prison or local/county jail or community), treatment programs are very standardized in Florida. They are licensed by the Department of Health and Rehabilitative Services and must comply with minimum state standards.

Treatment in three of the four provider/venue combinations is provided in several modalities: detoxification; Treatment Alternatives to Street Crimes (TASC) and community-based intervention; non-residential services; and several levels of residential services that range from 30 days to a year in length. Not all projects provide treatment in all modes, and not all services are provided in projects of like modes. Services provided by the state within prison, the fourth provider/venue, are classified as Tiers: Tier 1 is a 40-hour drug education program; Tier 2 is an eight-week on-site residential program; Tier 4 is an eight-week outpatient program; and Drug Intervention Centers (DIC) are longer term, off-site residential programs.

The services available and their definitions (from Chapter 10E-16, Florida Administrative Code) include:

- **admission/readmission** - obtains basic background information including a brief history and identifies problems; includes determination of person's eligibility for the program and their motivation towards treatment;
- **ancillary** - supplements primary treatment and rehabilitation services; includes prenatal care, diagnostic testing (see separate definition), public assistance and transportation;
- **medical assessment** - identifies person's physical health needs; includes medical history, physical examination, laboratory testing;

- **psychosocial assessment** - addresses psychological and sociological factors contributing to a person's need for services; includes case history and clinical impressions;
- **case management** - ensures that persons participating in the program receive services appropriate to their needs either in the program or upon referral; includes assessment, planning, linking, monitoring and advocacy;
- **court liaison** - establishes and maintains lines of communication between the program and the courts in responding to the treatment needs of drug offenders eligible to participate in the program;
- **diagnostic** - determines the need for special services; includes psychological tests, special educational tests, psychological assessments and psychiatric evaluations;
- **drug screening** - identifies offenders who may be abusing drugs at the time; includes on-going monitoring to ensure offenders remain drug-free;
- **meals** - includes up to three meals per day;
- **nursing care** - includes emergency medical services, patient observation and re-evaluation;
- **tracking** - follows the progress an offender makes in the program and reports according to a consent agreement and/or treatment plan; progress reports must be provided to the criminal justice system or referral source as required by state regulation;
- **rehabilitation** - provides non-clinical services such as educational and vocational training, job placement and basic living skills;
- **short-term counseling** - provides professional guidance and advice;
- **treatment** - provides individual, group or family therapy according to an individualized treatment plan that includes goals, objectives and type and frequency of services the offender needs; need for continuing care after discharge is also documented.

Results and Impact

The minimal outcome for any rehabilitation or treatment service is successful completion, defined as completion of steps or classes described in an individual's treatment plan. The optimal outcome is the elimination of the offender's criminal behavior, measured as recidivism (re-arrest rates). Additional performance measures ranging from demographic characteristics of offenders served to reasons for unsuccessful outcomes are gathered from providers.

All but recidivism data are from GPMMIS; some successful completion and all re-arrest data are from field research done by Florida State University (FSU) as part of contract evaluations for DCA. The GPMMIS data are reported by service providers in quarterly, annual and, when a project closes, final reports. These data represent 48 months of reporting on 79 projects that served a total of 187,047 offenders. The FSU data are a sample, are client-based and come from examining case files in the field. They cover 12 to 18 months of project operations and include data on 2,876 individuals from 38 of the 79 projects.

Performance Measures

Caveats. The FSU evaluators found the interpretation of treatment completion rates as outcome indicators complicated by a number of intervening variables. The program definitions of "successful" completion varied greatly in spite of a uniform standard applied by DCA (the completion of steps outlined in the individual's treatment plan). Furthermore, staff applied different tolerances of project eligibility with some project staff allowing multiple positive urine screens while others ejected participants after a single positive screen.

There are similar difficulties in interpreting the re-arrest data. The low incidence of drug offense re-arrests may simply mean that the drug related behavior has not changed, but the criminal behavior has, or vice versa. Finally, re-arrest data probably underrepresent the actual numbers of crimes committed, since most criminal justice experts believe that offenders commit several crimes before they are apprehended.

Note that FSU and DCA data are organized differently. FSU researchers categorized offenders into the type of program service in some instances, the type of offender status in some instances, and divided the population into adults and juveniles. The DCA database aggregates offenders of all ages and separates results by provider/venue.

Data. DCA staff established uniform objectives to measure program activities for each purpose area. Within the treatment and rehabilitation purpose area these vary by treatment modality (e.g., detoxification, intervention, etc.), but generally they measure the number of offenders receiving a specific set of services such as intake and screening, diagnostic services, case management, or short-term counseling. Project staff establish the level of performance they expect to achieve and communicate this expectation to DCA when applying for grant funds.

There are differences between providers and settings, but overall, the services provided most frequently, with one exception, are procedural -- intake and screening, case management, tracking and court liaison. The exception is short-term counseling, which ranks between case management and tracking. This service array matches the program definition for successful completion of treatment/rehabilitation: completion of the steps outlined in an individualized treatment plan (as opposed to long-term follow-up data).

The FSU data showed that the successful completion rates for adult offenders in treatment averaged 48.2 percent overall, and ranged from 31.7 percent in residential treatment, to 57.5 percent in pre-trial release programs. Successful completion percentages were calculated as the ratio between offenders who successfully completed the program and offenders who left the program, successfully or unsuccessfully. Caucasian males had the highest rate of successful completion, and females tended to complete treatment less frequently than males.

The more highly structured offender tracking programs, such as TASC and pre-trial intervention, tended to have higher completion rates. Educational attainment and prior treatment history did not appear to influence successful completion rates. However, further analysis of treatment history and analysis of the type of drug(s) used, the frequency of arrests/re-arrests, certain demographic traits such as race and age and a one-year follow-up to the Addiction Severity Index administered to a sample of offenders may reveal different information.

Among juvenile offenders the average successful completion rate was 46.1 percent, with juvenile TASC programs completed least often (35.9 percent), and juvenile outpatient programs completed by 48.4 percent of the participants. African-American males and females were significantly less likely to complete treatment than were their Caucasian counterparts. Prior treatment experience was not a factor in determining successful program completion.

GPMMIS data showed that state-provided services for incarcerated offenders had the highest overall successful completion rate (76.9 percent), followed by community-based services provided by the state (75.8 percent); followed by locally-provided services to incarcerated offenders (55.7 percent); followed by locally-provided services to offenders in the community (43.6 percent). Successful completion percentages were calculated as the ratio between offenders who successfully completed the program and offenders who left the program, successfully or unsuccessfully.

Successful completion within these provider/venues varied significantly by treatment modality, from a high of 92.1 percent for locally-provided/in-jail detoxification to a low of 39.6 percent for locally-provided/community-based TASC/community intervention. Residential treatment, often perceived to have a good chance of successful completion because of 24-hour supervision and long-term care, had the highest rate of successful completion in only one provider/venue -- state-provided/community-based services. Non-residential treatment services had similar successful completion rates across the three comparable provider/venues (11B, 13A, 13B), ranging from 51.0 percent to 54.2 percent.

FSU's post-treatment tracking of offenders served by the programs evaluated yielded some discouraging arrest statistics. Whatever treatment effect may have come into play during the first 6 months is quickly lost within the first year post-treatment. By the end of 18 months, well over 90 percent of the treatment participants had experienced at least one new arrest. African-American adult males were significantly more likely than any other group to be arrested within six months post-treatment, but arrest rate differences related to race disappeared after 12 months. Arrest rates for female offenders remained significantly lower than those of male offenders over time.

African-American juvenile offenders were significantly more likely to be arrested within 6 months post-treatment, Caucasian males closed this gap at the 12 month point. When compared with males, juvenile females had experienced significantly fewer arrests at the 12 month point, but this difference was significantly reduced after 18 months.

Offenders who had successfully completed their prescribed treatment experienced a slightly lower arrest rate than their unsuccessful counterparts, especially at the 6 months post-treatment point, but over time the differences became less significant. This convergence phenomenon was significantly more pronounced among the juvenile offenders.

When only those post-treatment arrests that were drug offenses are examined, the picture is considerably more positive. Data indicate a loss of treatment effect over time. The apparent loss of treatment effect by the end of one year is again obvious for both adults and juveniles, but the overall percentage of drug offenses is relatively small. When compared with other race/sex groupings, Caucasian males maintained a significantly lower drug offense arrest rate throughout the 18-month period.

When examined by race/sex groupings, drug offense arrests among juvenile offenders revealed extremely high arrest rates for African-American males. At the 12 months post-treatment poi 26.5 percent of the African-American males in the FSU sample had at least one drug offen arrest, while only 3.3 percent of the Caucasian males had a drug offense arrest. During this same period, none of the African-American females experienced a drug offense arrest, while 7.6 percent of the Caucasian females had at least one drug arrest.

Offenders who successfully completed treatment were significantly less likely to experience a drug offense post-treatment arrest than were their unsuccessful counterparts. This effect was somewhat more pronounced in the adult offender group, but can also be observed in the juvenile offender data.

The type of treatment received appears to be a significant factor in post-treatment drug arrests. Adult offenders who successfully complete residential treatment are the least likely to experience a post-treatment drug arrest within one year (1.9 percent), while adult offenders who are unsuccessful in residential treatment are the most likely to be arrested on a drug charge (17.0 percent). Successful completion of adult outpatient treatment is also associated with a low post-treatment drug arrest rate (0.8 percent), while 10 percent of their unsuccessful counterparts experienced at least one drug offense arrest within one year after leaving treatment. Successful completion of pre-trial release programs also appears to be associated with lower drug arrest rates (3.0 percent per compared with 11.1 percent). Successful completion of in-jail and adult TASC programs did not lessen post-treatment drug arrest rates relative to non-completers.

The reasons for unsuccessful treatment also varied by provider/venue. For state-provided services/incarcerated offenders, it was offender request (35.3 percent of the total of unsuccessful reasons); for locally-provided/incarcerated offenders, it was unexcused absences (42.2 percent); for state-provided/community-based services, it was failed drug tests (45.4 percent); and for locally-provided/community-based services, it was "left program against advice" (59.1 percent). Re-admission rates were highest in the shortest-term, least intensive service levels in all provider/venue categories.

Primary referral sources reflected the nature of the provider/venue. For example, state-provided/incarcerated offenders were usually referred from the state corrections/parole agency, while offenders in locally-provided, community-based programs were referred by inmate request. The average wait for services, expressed as a range of days per modality, was longest for state-provided services for incarcerated offenders, shortest for state-provided, community-based services.

Caucasians made up 52.1 percent of those served, African-Americans, 43.3 percent. With two exceptions, the single largest cohort of offenders served was Caucasian males aged 18-29. For the exceptions, it was African-American males aged 18-29 among offenders served by the state in state prisons, and African-American males served by local providers in community-based Level II residential services. Males averaged 83.7 percent of all offenders served. Females were served in locally-provided, incarcerated programs more frequently than in any other provider/venue combination.

The percentage of repeat felony offenders served varied by provider/venue, being highest for locally provided/incarcerated services (60.6 percent). The next highest category was state-provided/incarcerated services (51.0 percent), followed by state-provided/community-based services (45.8 percent), followed by locally-based/community-provided services (37.7 percent).

The less restrictive the treatment setting, the more likely the offenders were to use drugs during treatment. That is, only 2 percent of all offenders served in state-provided/incarcerated services tested positive for one drug or more, while 26.2 percent of offenders served in locally provided/community-based services tested positive for one or more drugs. The first drug of choice, overall, was alcohol. By provider/venue, cocaine was most often chosen by offenders served by state-run programs, alcohol by those in locally-run programs.

Completion rates for the rehabilitation components of DCSI programs ranged from 5.4 percent for locally provided/community-based academic programs to 48.8 percent for locally-provided/community-based vocational programs. However, these completion rates represent a small percentage of all offenders served -- fewer than ten percent enrolled in academic or vocational programs.

Overall, it appears that programs with the most control over the offenders have the most impact on drug use, at least by the short-term, immediate measures reported by providers. Offenders likely to have the most severe problems with drugs and alcohol, i.e., those with histories of intravenous use and repeat felony offenders, are not necessarily served in the most intense programs. This may affect successful completion rates, but existing data do not permit a complete analysis of this possibility.

It appears, from data analysis conducted to date, that treatment for drug abuse does not reduce non-drug offense criminal behavior. Treatment may reduce criminal behavior that is related to drug use, but this is not clear. If the goal of treatment and rehabilitation programs is to "break the cycle of drug use and related crime by reducing the demand for drugs," then it is not clear that current treatment programs in Florida are successful over the long term. However, if the goal is to generally reduce criminal behavior, particularly in the short term, and more specifically, drug offense criminal behavior, then Florida's treatment programs have enjoyed some measure of success.

Implementation Problems and Successes

The primary implementation problems have been a gap between the need for services and flow of offenders into available program spaces; low successful completion rates for some treatment modalities; and high recidivism rates. Changes in sentencing practices and improved local level coordination are necessary to assure that eligible offenders are served if possible, and that ineligible offenders are referred to appropriate programs. Specifically, too often, new projects do not put enough thought into accurately assessing the level of need for new treatment programs or the willingness of referral sources to use a new program. As a result, start-up times are excessive before services are delivered efficiently. Successful completion rates improve with stricter offender oversight by the criminal justice community. This level of oversight is not a feature of every provider/venue.

Successes and Accomplishments

The successes include those offenders who have been successfully treated or rehabilitated, whose cases advance knowledge of how to treat and rehabilitate drug offenders. Specific accomplishments include higher-than-expected successful completion rates and the institution of outcome measures as management tools in the day-to-day operations of programs. The FSU analysis of drug abuse treatment outcome data continues. Although the findings to date appear to support the conclusion that treatment programs have been effective only in reducing drug offense arrests, upon further examination, this may not be as clear or be the whole picture. Additional analysis is expected to reveal information about the efficacy of drug treatment in reducing both the frequency and types of criminal behavior.

Prospects for Replication

There are two aspects for Florida's treatment and rehabilitation programs to consider replicating - procedural and programmatic. Procedurally, Florida's GPMMIS system allows immediate administrative response to implementation problems, such as claims requests, budget amendments, etc., as well as permitting much more detailed desk audits, reducing travel time and costs. In addition, GPMMIS offers local level project managers the ability to make programmatic adjustments to meet their performance objectives, because their current performance on these objectives is instantly available to them. As the evaluations from Florida State University have shown, not all project directors have taken advantage of this use of the GPMMIS, but continuing education efforts by DCA are converting more and more project managers into performance-based objective believers.

Programmatically, programs succeed when the approach for the individual concerned is as comprehensive as possible, i.e., when prevention education is made relevant and carries on outside of the classroom; when treatment includes family members and addresses underlying problems; when incarceration includes treatment and aftercare and deals with the issues that led to substance abuse and criminal activity in the first place. Projects work best when they are well-funded, assured of support, and when jurisdictional limits and false barriers can be waived for effectiveness and efficiency.

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Florida

S.A.F.E. Program

Statement of the Problem

Census and economic statistics show a dramatic rise in one parent families as well as families with two working parents. These two factors cause an increase in unsupervised children during after school hours. Research suggests that children need structure and direction during their formative years, and unfortunately these attributes are not available. The "latchkey" child has become more the norm rather than the exception in today's society.

With the rise in "latchkey" children comes the next catch phrase, at-risk. All children, despite economic, geographic, or racial status at this age are "at-risk." There are so many distractions and diversities from the norm that these impressionable children can and often are led down an unhealthy path that they never leave. The definition of at-risk includes one parent, delinquent and/or truant children who are behind grades in school or already have had contact with the juvenile justice system.

Because of these aforementioned factors, the City of Jacksonville, in conjunction with the Duval County School Board, Office of the Sheriff, and the Jacksonville Children's Commission has established the **Safe, Accessible, Flexible, Enrichment** program to combat truancy, juvenile crime, substance abuse, and poor school performance as well as provide a safe haven for latchkey children.

The target groups for the S.A.F.E. Program are children ages ten to fourteen. The program specifically seeks children that lack supervision and/or guidance during the afternoon and evening hours, Monday through Saturday.

Goals and Objectives

The overall goal of the program is to afford an opportunity for positive early adolescent development by providing a safe haven for latch-key and at-risk children (ages ten to fourteen), while providing educational, cultural, social, and enrichment programs to further enhance their growth into responsible teenagers and young adults.

To achieve this goal the following objectives are used:

- increase the number of latchkey children already attending the S.A.F.E. Program;
- pinpoint students that have not been making academic progress or still exhibit unacceptable behavior for special assistance and counselling;
- increase volunteer and community support of the program;

- establish business partnerships with the program;
- increase youth attendance in after school programs; and
- change the perception of police officers from antagonists to helpful friends.

Program Components

Seven sites have been identified as "target" sites for the S.A.F.E. Program. These sites house the students or are located within the Sheriff's high juvenile crime statistical areas. Each site is staffed by one S.A.F.E. "coordinator," four "specialists," and one police officer. The majority of the salaried employees are people holding college degrees (MED, BS, BA, or AA) in areas related to youth. All of the staff have had experience in youth related programs and are committed to improving the success rates of children which will result in decreased truancy and school drop outs. Several of them are former teachers who have had training in effective strategies for at-risk youth. Extensive training regarding early adolescent development was provided to all S.A.F.E. employees by faculty members at the University of North Florida and Florida State University.

The seven "Community Affairs" Officers are fully sworn police officers, provided by the Jacksonville Sheriff's Office, who assist in maintaining security, arranging community tours, assisting with children who have behavior problems, and teaching or providing various lectures (anti-drug, kidnap prevention, and conflict resolution). One of the underlying benefits of the program is changing the perception of the police officer from one of antagonist to one of helpful friend.

Some of the topics provided in training are: situational leadership, understanding resilient youth, problem solving strategies, characteristics of ten to fourteen year old youth, value clarification, communication skills, positive role modeling, and conflict and behavior management. The four major components of the program are: Education, Recreation, Enrichment, and Life Coping Skills.

Education Every day the students begin by doing their homework. If no homework was assigned, program staff provide exercises in the areas of study that the children are presently working on. The program has educational and computer games that are used as supplements to regular classroom work. Tutors, both paid and volunteer, are used to assist the staff with educational assignments.

Recreation In this component the children have different scheduled activities each day. These recreation activities are both individual and team oriented. There are also competitions between S.A.F.E. sites in selected sports. The possibility is being explored of having the local PAL provide interscholastic competition, or a full slate of sports activities where the S.A.F.E. Program would compete against other schools and community teams.

Enrichment Each site has the ability to take six field trips per month. These trips are free to all participants that earn the right to take them. A point system is set up where children earn merits for attendance, behavior, and academic accomplishments which allow them to attend these trips and other S.A.F.E. functions. These trips range from educational trips to historic sites to professional sporting events. S.A.F.E. staff attempt to make these educationally, socially, and culturally enriching.

Life coping skills In this component, participants learn many different skills they will need when they are out on their own. The real life simulation allows participants to receive a "wage" and pay "bills," plan their daily lives, plan meals, and live within a budget. There are numerous instructional aids and handouts for this exercise. It also includes instruction on the types of things each adult must be prepared to handle, like insurance, taxes, credit, and legal issues.

There are numerous activities that relate to these components. The following is a sample of the types of workshops that are available to the students: culinary arts, drama and fine arts, drug and alcohol abuse, health, life coping skills, interpersonal skills, conflict management, and individual counseling. In addition to specialized workshop sessions, all of the sites have implemented arts and craft activities. A sample of the offerings follows: puppets, paper mache, ceramics, drawing, kites, jewelry, fan art, photography, painting, collages, key chains, and poster design. There are many different types of musical activities available to the students enrolled at the S.A.F.E. sites. A sample of these is: chorus, modern dance, music appreciation, line dancing, karaoke, jazz dancing, and group dancing.

As a result of the high percentage of students requesting workshops in the area of "home skills," a wide variety of activities have been implemented at many of the sites including: employment skills, cooking, food management, time management, domestic skills, landscaping, home safety, manners, grooming, personal hygiene, housekeeping skills and gardening.

One of the most positive aspects of the S.A.F.E. program has been a variety of recreational activities including: basketball, ping pong, volleyball, racquetball, track and field, football, double dutch, swimming, boundball, tennis, karate, boxing, gymnastics, and jogging.

The program is completely free to participants and their parents. The monies that support the project come from an allocation from the Mayor's Office, and volunteers play an important role in the program. Every site recruits as many volunteers as possible from parent councils that are being formed at each site. Contracted service people perform a variety of duties from tutoring to teaching ventriloquism, cooking, arts and crafts, and sign language. The Duval County School Board opens their facilities for the program's use at no charge to the program. Certain fees are paid to the School Board to recoup overtime charges that are incurred by custodians.

Each site has a student council that has input into the programming of activities and often rules on disciplinary action that should be taken against students that have committed offenses against the "Student Code of Conduct." This Code of Conduct is the same set of rules that is used by the School Board, which promotes consistency between the two agencies.

Results and Impact

Performance Measures

The program has several objectives to lead it to success in attaining the overall goal. These objectives have short term and long term measurements. The short term measurement for the objective to **increase youth attendance in after school programs** is to see an increase in enrollment by 25%, and the long range objective is to increase daily attendance by 25%. All participants and their parents/guardians must fill out enrollment information, and daily logs are kept on attendance. All participants must sign in and out. Attendance and registration records are computerized and stored at the site for analysis.

The short term measurement for the objective to **decrease the number of latchkey children left unattended** is the increase in the number of children, participating in the program, who have been identified by S.A.F.E. surveys or by School Board records, as children who are home after school without parental supervision.

The measurement for the objective to **improve overall school performance and decrease truancy and poor behavior** is the analysis of guidance/discipline records and comparison of report cards over the course of the year. This allows program staff to pinpoint the children that need individual academic attention and counseling. These figures and reports are made available to program staff by the individual schools. The ultimate goal is to have every S.A.F.E. participant promoted every year without behavior and/or truancy problems.

A fourth and unwritten goal is to expand the seven existing sites to all middle schools in Duval County. Program administrators are constantly looking for more effective ways to fund the existing and an expanded programs. Business partnerships are the new thrust.

Implementation Problems and Successes

At first, there was a large turnover in staff due to the credentials asked for including college degrees and specific experience and the inability to pay high wages. Modifying the pay scale and finding dedicated staff have been extremely important to keeping a regular staff. The staff to student ratio must be kept manageable, keeping in mind that the children are troubled.

One of the most difficult situations that exists is the merging of two government entities, the Duval County School Board and the Recreation Department of the City of Jacksonville. Both have different policies, procedures, and philosophies as to how this mission should be accomplished. Merging these was of utmost importance before attempting an endeavor of this magnitude. The S.A.F.E. program is basically a school system within a school system. The program has all the components that the Duval County School System has including a bus system.

A problem with working with governmental organizations such as the Department of Parks, Recreation, and Entertainment is getting the right type and numbers of equipment and supplies. Equipment and supplies must be adequate and readily available. Scheduling must be flexible, and items necessary to accomplish the goals must be on hand. The ability to purchase new items must be as flexible as the programming. All sites will be as different as the neighborhoods that they serve to allow for creativity among staff members. Blanket purchasing for similar programs at all sites will not sustain the children's interest.

In the beginning, the fact that the children would be at the program for upwards of seven hours and the need to feed them because of this was overlooked. The program now provides simple snack foods, and cooking classes allow the students to eat their own products.

Successes and Accomplishments

Many of the initial obstacles have been overcome since seven sites have successfully opened in School Board facilities, and there is a strong spirit of cooperation between the two agencies toward achievement of the mutual goal.

The sites are fully staffed with professionals who are receiving training on a regular basis to upgrade their skills and knowledge. This training is being provided free of charge by the Duval County School Board.

The purchasing system is becoming more diverse, which allows easier access to supplies and materials essential for the successful operation of the program.

Prospects for Replication

There are several important factors to weigh when considering replication of any project of this magnitude. In this day of prudent government spending, it is important to note that no one entity will be able to fund such an aggressive project. **Joint venturing** is probably the only avenue where funding and a variety of resources can be made available. Problems may be encountered when working within another organization's facilities. A commitment to fully back the program must be made by decision makers in all involved organizations.

This problem was not created overnight and will not be resolved quickly. Long term commitment of all parties involved is essential. These projects should have a foundation based on **hard dollars**, not temporary grant funding. It is more of a disservice to begin an effective program and not continue it than not to begin it at all or have it fail for lack of adequate funding.

This is a program of attraction and not promotion. Children must want to be there since it can not be made mandatory. **Aggressive and innovative programming** must be planned. These programs should be fun as well as enriching.

Community and corporate support are also of utmost importance. The taxpayer/parent needs to be aware of and understand the benefits and ramifications of the program. They can provide further encouragement to its participants and other resources to the overall program.

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Georgia

Uhuru Project: Local Initiative of the Children At-Risk (CAR) Program

Statement of the Problem

The City of Savannah conducted an extensive crime study in 1991 that revealed that the area with the greatest concentrations of drug abuse, juvenile arrests, teen mothers, abused children, female-headed households, and poverty holds 19% of the city's population. Yet, in 1990 that area had 30% of all reported child abuse and neglect cases, 24% of the city's unemployed, and 32% of all pregnant teenagers. Eighty-eight percent of this area is non-white.

Equally disturbing are data on the number of juvenile court cases filed. Juveniles, particularly black males, are participants in a significant number of adult offenses such as homicide, robbery, assault, and drug and weapons offenses. It is likely that a large portion of these alleged offenders reside or commit offenses in the targeted area. In 1990, there were a total of 1,565 incidents involving juveniles in the city. Of all 1991 juvenile filings, 81% of the individuals charged were black males. Seventy-five percent of theft, 84% of stolen property, 78% of battery, and 90% of assault case filings in juvenile court involved perpetrators between the ages of 13 and 16.

Goals and Objectives

The Uhuru Project is one example of a program called the Children-At-Risk (CAR) Program, a substance abuse prevention program managed by the Center on Addiction and Substance Abuse (CASA) at Columbia University. The Uhuru Project aims to: (1) develop a comprehensive, experimental program that includes intensive education, social services, and justice system activities for high risk youth in an impoverished neighborhood; (2) enhance the real and perceived safety of program participants by reducing illegal drugs and crime in the neighborhood in which they live, go to school, and engage in program activities; (3) increase coordination in the delivery of services among human service and justice systems agencies for program youth, their families, and their neighborhood; and (4) enable program participants to become productive, drug-free, and law abiding citizens.

Program Components

The CAR program brings together social and criminal justice agencies to serve high-risk 11 to 13-year-olds in the sixth and seventh grades and their families living in impoverished urban neighborhoods. The local name of the CAR program, which began in the Spring of 1993, is

Uhuru, which means "freedom" in Swahili. The program incorporates the principles of Nguzo Saba, a value system which emphasizes unity, self-determination, purpose, creativity, faith, collective work, responsibility, and economics. The unifying factor in the various program components is a general Afrocentric emphasis on the integrity of the community, family, and individual. This is based on the principle of the African proverb: "It takes a whole village to raise a child." The major aspects of the Afrocentric concept are spirituality, self-identity, extended family, unity, values, conflict resolution, and rites of passage.

At this time, all of the children served by the Uhuru Project are African-American. The children will be in the program until Fall 1995. They live in the neighborhood targeted in the previously mentioned 1991 study. To qualify for the program, students may be failing academically, attaining low test scores, and displaying disruptive behavior. Some of the children come from families that exhibit a need for drug counseling.

Case Management. Five Uhuru family advocates work out of a community family resource center. They also visit the base middle school every day. There are weekly case meetings with the family advocates, a therapist, school staff, and police officers. The Uhuru family advocates recruit families into the program, make assessments through home visits, and create and help carry out service plans. In addition, they are actively involved in other program components, including the after-school program, family intervention activities at Saturday meetings, and various special events.

The family advocates are selected on the basis of their knowledge of the community, understanding of the Uhuru value system, previous professional experience, sensitivity to the community, and ability to understand and work with children. Prior to the start of the Uhuru Project, the five family advocates were taught family-based case management as well as African value systems and how to build on community strengths.

After-School Program. The program comprises several components. Uhuru family advocates manage some of these components, and others are part of a school-wide after-school program. Monday through Thursday, Uhuru youth join schoolmates for after-school tutoring. Twice a week after tutoring, the youth participate in a school-wide recreation program. The other two days after tutoring, Uhuru youth participate in the Harambee Circle and a rites of passage activity. The Harambee Circle is a meeting period with family advocates that includes self-esteem building and group reaffirmation activities. Examples of rites of passage activities include African culture/history activities, anger management and leadership workshops, and a Rites of Passage Enrichment (ROPE) program. This program includes "rap sessions" and African dances and songs to convey messages of self-esteem, respect, and purpose in life. Friday, the youth join other community youth for recreation and homework assistance at the Boys and Girls Clubs.

The Uhuru family advocates run the Harambee Circle and rites of passage components and supervise the Friday recreation. Youth are given a $10/week incentive distributed on Friday for each week of perfect attendance at the after-school program.

Tutoring. The Uhuru after-school program includes four tutoring sessions per week in a school-wide tutoring program. Teachers run "help sessions" in each of the school's core course areas: mathematics, language arts, reading, and social studies/history. Family advocates refer Uhuru participants to the relevant sessions according to each youth's academic strengths and weaknesses.

Counseling and Peer Groups. A full-time therapist sees Uhuru youth and other family members on a referral basis. In addition, family members may be referred to other counselors for drug prevention/substance abuse education, individual counseling, or peer/group counseling.

Parent Intervention. Uhuru's Saturday Academy provides activities two Saturday afternoons per month at the community center. Each month, one Saturday is devoted to caregivers and the other to all family members. Some events are specifically for Uhuru families, and others are open to the entire community. Activities have ranged from picnics and holiday celebrations to workshops and presentations by provider staff, police officers, and outside speakers on such topics as drug prevention, self esteem, school services, and African history. Saturday Academy meetings have also been working sessions for community projects. In addition, family advocates encourage Uhuru parents to attend ongoing parenting workshops based on the Parents Reclaiming African Information for Spiritual Enlightenment curriculum, which are provided by another service organization.

Summer Activities. During the summer, Uhuru youngsters are involved in a number of activities. Some students attend a school summer program that includes classes Monday through Thursday mornings and field trips and other activities on Fridays. In addition, the Youth Futures Authority funds a half-day summer camp open to all middle-school children. Interested Uhuru participants have priority access to the eight-week program run by Leisure Services of Savannah, which includes sports, arts and crafts, health classes, and dance classes. Throughout the summer, the Boys and Girls Clubs offer afternoon recreational and educational activities for members, including youth who have memberships through the Uhuru Project.

In addition, Uhuru youth participate in a Rites of Passage Enrichment (ROPE) program which meets one evening a week for six weeks. The meetings are divided into separate groups for girls and boys.

Service Cabinet. A service cabinet helped to develop the project and now serves as an advisory body for the project. The cabinet was created about a year before the site began operations and has evolved into a viable working group. The Cabinet, which convenes monthly, includes representatives from resource agencies such as the health department and housing authority, direct provider administrators, line staff, police officers, and school personnel.

Special Activities. The project includes a variety of special events and outings, including community service projects. As part of the Country's Transit Authority's "Adopt a Stop" project, Uhuru youth clean up and maintain a bus stop near Hubert Middle School. During the

Christmas season, youth worked with the American Lung Association in a charity gift wrapping booth at a local mall. Uhuru youth also participated with other local groups in the Community Kwanzaa Celebration.

Community Policing. The Uhuru or school liaison officers form a pivotal, innovative part of criminal justice involvement in the program. Two officers, a male and a female, are assigned full-time to Hubert Middle School, where they provide a friendly police presence for the entire school, greeting students in the morning, participating in the daily bus routing, and helping to ensure safety in the building and on school grounds. The two officers were chosen by their superiors for this duty because they are sensitive to the neighborhood, familiar with Uhuru Project's value system, and able to work well with the children and gain their respect. The officers teach a self-esteem and drug prevention course for seventh grade students which includes sessions on drug and health issues, conflict resolution, decision-making techniques, and other topics suggested by the students.

The Uhuru officers are also involved with Uhuru youth and families through home visits. They make presentations at the Saturday Academy, participate in program special events, and attend service cabinet meetings. The Uhuru officers work with beat officers who patrol the school area, who also know the Uhuru students and participate in service cabinet meetings and special events. Savannah recently hosted a Community Oriented Policing (COP) Workshop that was sponsored by the Bureau of Justice Assistance. This unique opportunity brought together police personnel, social service providers, school staff, Uhuru staff, program administrators, and youth to devise plans for addressing COP problem spots.

Termination. Participants in the Uhuru Project may be terminated for several reasons. If the student or parent/caregiver states that they no longer desire to participate in the project, they must sign a statement to that effect. If the student moves out of the targeted area and/or transfers from Hubert Middle School and cannot maintain participation in the Uhuru activities, he/she is no longer a member of the project. If the parent/caregiver has not participated in the Uhuru parent activities for two consecutive months without a reasonable excuse, the parent/caregiver and the child are terminated from the program. A student who refuses to attend 70% of all assigned Uhuru activities is taken out of the program. Finally, students who threaten other students or Uhuru advocates with violence are terminated.

Results and Impact

Performance Measures

It is expected that program participants and their families will be free of substance abuse, criminal behavior, and misconduct. Criminal behavior and delinquency will be reduced in the neighborhood where program participants live and attend school. Police and court personnel have agreed to provide Uhuru staff and evaluators with the necessary records to track this indicator.

It is anticipated that program students will achieve and maintain academic success for their age and grade level. To measure this, the sites provide school records for grade, attendance, and test scores to program staff and evaluators.

Coordinated, flexible, and accessible services among social service and justice system agencies are available for program youth and families. The Uhuru Service Cabinet conducts quarterly reviews of service delivery and component activities to ensure that this objective is being met.

Internal and external evaluations are being conducted on the project. The evaluation research design includes a quasi-experimental component. Fifty children within Hubert Middle School who are not part of the Uhuru Project are being interviewed as a control group. A neighborhood comparable to the target neighborhood has been selected to form a mirror group for the children who are receiving the program's services.

Implementation Problems and Successes

One of the most challenging obstacles faced by the Youth Futures Authority in creating the Uhuru Project was obtaining funding and support from CASA and BJA. When the program was first proposed, one of the objections raised was that the program was Afrocentric. CASA and BJA believed that this approach was too exclusive. Upon further study, however, the program was funded.

Another difficulty faced by program administrators was obtaining support for the program from parents. Home visits made some of the parents who were possibly engaging in illegal activities in their homes uneasy. Another problem was that some families moved outside of the target neighborhood and had to be dropped from the program.

Successes and Accomplishments

The academic performance and attendance of children who participated in the Uhuru Project have both increased. Illegal activities directly outside of the school campus have greatly subsided. This has been attributed to the two officers who patrol the school grounds and the beat officers who patrol the neighborhood surrounding the campus, creating safe corridors for the children.

A positive attitude change has been noted in the children served by the Uhuru Project. Program administrators have noted a sense of self-improvement in the children. Children who once could not make eye contact or converse with other people are now representing the Uhuru Project in public. There is a perceived lessening of anger and hostility from these children. The number of fights and the amount of gang activity near the school and on the campus has decreased.

Prospects for Replication

Several points must be considered to implement a program similar to the Uhuru Project. Organizers must mobilize the neighborhoods and communities and show the residents that they have a vested interest in keeping youth away from drugs and crime. The residents must understand the importance of preserving the children in their neighborhoods as resources for the future. Financial assistance must be obtained from agencies in the area that can donate funds. However, organizers must make a commitment to move forward with or without funds and develop program plans so that the program can exist regardless of the availability of funds.

One mistake often made by community organizers is to assume that everything about a community is negative. Programs like the Uhuru Project are based on the idea that communities have assets and strengths as well as negative aspects. Organizers must draw on those strengths to help abate the weaknesses.

The concept that "it takes a whole village to raise a child" must be promoted among the professionals chosen to facilitate the program as well as in the community where the program is located. Agencies that provide health, education, and law enforcement services must be cognizant of this concept to successfully produce a healthy adult.

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Idaho

Statewide Community Policing

Statement of the Problem

Idaho faces several obstacles in combating violent crime and drugs. First, the lack of funding, technical and informational resources, and manpower has prevented many law enforcement agencies from building a safe and secure environment in the small cities and rural communities that comprise Idaho. Second, the large geographic area of the State makes it difficult for communities that are hundreds of miles apart to pool resources and work together. Third, although teenage drug use in Idaho is increasing and education officials are demanding that law enforcement officials provide the schools with information on chemical dependency and the use and abuse of controlled substances, small, rural law enforcement agencies are unable to commit the time and training and provide the publications necessary to conduct effective drug education programs.

Idaho's proactive response to overcoming those obstacles is community policing, which exhibits a single philosophy: The police and the public they serve have an interdependent responsibility in making their communities safe, healthy, and livable. Community policing in Idaho demands a multifaceted strategy because its rural communities (1) have unique needs and demands, (2) comprise people of many religious and ethnic backgrounds, and (3) branch out into small urban and rural areas across the State.

Goals and Objectives

The primary goals of the Idaho Community Policing Program are (1) to prevent the use and abuse of drugs among adults and youths to the greatest extent possible through education and prevention programs and (2) to reduce crime as well as the fear of crime at the community level. To achieve those goals, the Idaho Department of Law Enforcement has established the following objectives:

- Serve as a clearinghouse of information and resources for local communities.
- Assist and encourage local law enforcement agencies in (1) organizing community-based crime prevention programs and raising the level of public participation in those initiatives; (2) promoting community- and school-based drug education and prevention programs, such as Idaho Drug Free Youth (IDFY), Drug Abuse Resistance Education (DARE), and Parents and Youth Against Drug Abuse (PAYADA); (3) providing drug education materials and

programs in more than one language (such as Spanish and Braille); and (4) implementing community policing management and operational training.

- Encourage public and private organizations to participate in a drug-free workplace program.

Program Components

The Community Policing Program has been in operation for 3 years and is coordinated by the Support Services Bureau of the Idaho Department of Law Enforcement. Three senior special agents are currently assigned as community policing officers (CPO's) and are stationed in the north at Coeur d'Alene, in the east at Idaho Falls, and in central Idaho at Boise. College interns are hired as support staff.

To reduce and eradicate drug use and abuse, the CPO's serve on boards, committees, and task forces as drug education/prevention specialists, resource contacts, and facilitators. The officers (1) develop drug education/prevention materials that convey up-to-date information on alcohol, drugs, and related issues; (2) conduct regional and statewide training in schools, businesses, and law enforcement agencies; and (3) assist businesses and industries in establishing a drug-free workplace. The officers also promote special events, such as Red Ribbon Week—a series of activities and contests promoting a drug-free lifestyle, especially among youth—and work closely with community organizations and coalitions, including DARE, PAYADA, and IDFY.

To facilitate the implementation of community policing, the officers (1) identify problems in the community, including fears and perceived fears; (2) identify strategies for solving those problems; and (3) break down barriers by building "bridges" between government agencies, businesses, and community residents. The officers convey the philosophy and benefits of community policing to the residents; empower law enforcement agencies by training the personnel in the concepts of community policing; and make presentations at schools, colleges, workshops, conferences, community meetings, and businesses.

Results and Impact

Performance Measures

Quarterly reports include a narrative description of the successes and failures of the project as well as statistical measurements on the level of effort and participation and the quality of program delivery. Information is collected on the number and types of agencies that request assistance, the number of hours spent with each agency, the number of students attending school programs, the number of adults attending civic group presentations, and the number of meetings attended. A log of travel and prep time is also maintained.

Implementation Problems and Successes

The program encountered the following obstacles during implementation:

- *Geographic area*—Because Idaho encompasses a large geographic area, communities are often hundreds of miles apart. As a result, the CPO's spend a great deal of time traveling because there are only three officers to service the State.
- *Scheduling demands*—The requests for services and training far exceeded what the three officers could handle.
- *The nature of rural communities*—In Idaho, rural communities tend to be close knit and skeptical of new ideas and people. Often, the CPO's were viewed with suspicion.

Successes and Accomplishments

One of the most important accomplishments of the program was the development of a network of contacts and resources. During the implementation stage, the CPO's offered free drug identification/prevention lectures to such agencies and personnel as Idaho's Health and Welfare Department and Department of Education, drug education coordinators in the school districts, chambers of commerce, local law enforcement agencies, juvenile service agencies, universities and community colleges, and community service clubs. The lectures were a starting point for developing and nurturing contacts.

Since the inception of the program, the three officers have presented educational programs to over 14,300 students representing 95 school districts, to more than 2,000 teachers and 6,800 adults from 60 communities, and to almost 2,000 police officers representing 75 agencies. The officers also promoted the annual Red Ribbon Week and worked with State and local law enforcement and drug prevention organizations at county fair booths. Community policing in Idaho has also been instrumental in setting up community committees, such as substance abuse councils, drug education consortiums, PAYADA, IDFY, and Idahoans Concerned with Adolescent Pregnancy, Inc.

The officers have assisted five local law enforcement agencies in adopting the community policing philosophy. In addition, the CPO's promoted and the Department of Law Enforcement sponsored a 2-day training seminar at which the philosophy of community policing was widely accepted by the attending police chiefs, sheriffs, administrators, and their support staff.

Prospects for Replication

The Idaho Community Policing Program has been successfully replicated throughout the State for three reasons: (1) There is a demand from communities for community policing efforts; (2) self-motivated community policing officers are already working in many communities; and (3) the Department of Law Enforcement serves as a central facilitator, providing other agencies with a point of contact for information and assistance. Rural communities in other States that are interested in replicating Idaho's community policing efforts must recognize the importance of maintaining flexibility in addressing communities' and citizens' concerns about involvement in a community policing program.

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Gang Violence Reduction Program

Statement of the Problem

The Chicago Police Department is testing a new approach in the prevention, intervention, and suppression of gang violence by older teens and young adults. The goal of the program is to reduce serious gang violence in the Little Village community. The Research and Development Division of the Chicago Police Department and the University of Chicago designed the program, which is managed by the Commander of the 10th Police District. The Illinois Criminal Justice Information Authority (ICJIA) is supporting the project through a grant from the Federal Violence Reduction In Urban Areas Program. The project was initiated in August 1992.

Little Village has one of the highest gang violence rates of the Latino and African-American communities in Chicago. The area is the home base for two of the largest Latino gangs in the midwest, the Latin Kings and the Two-Six. In a baseline community survey of Little Village residents, 62% of residents who live near the streets with high gang related crime and 52% of local community agencies and organizations regard gangs and gang violence as the single most serious community problem. According to Chicago Police Department statistics, a yearly average of 53 gang-motivated crimes using a handgun, including a total of 15 gang homicides, occurred in the two pre-program years.

The project assumes that a relatively small number of youth, 17 to 25 years old, are responsible for most of the serious gang violence in the area. It also addresses the fragmented efforts of police, other justice agencies, youth agencies, and local organizations. The community and justice system must direct special attention to issues of control and social development, including provision of jobs, training, and education for these hardcore older gang youths who are responsible for most of the violent gang crime and are models for young recruits to the gang.

Goals and Objectives

The chief goal of the Gang Violence Reduction Project is to reduce gang homicides, aggravated batteries, and aggravated assaults in six target police beats of Little Village. Approximately 200 hardcore gang youth, 17 to 25 years of age, in the two gang constellations have been targeted. Intensive contact and service is to be provided on a regular basis to approximately 100 youth who are gang leaders, influential members, and shooters.

Objectives to fulfill the program's goal include: (1) developing a program structure in which police, probation, and community youth workers coordinate their field operations, especially with respect to specific gangs and gang members; (2) establishing contacts and relationships with key gang youths in order to create formal and informal controls on gang violence; (3) providing counseling, crisis intervention, referrals for jobs, training, education, and recreational programs and facilities as well as arrest, prosecution, and close supervision directed toward the interests, needs, and special problems of gang youths; (4) assisting the Commander of the 10th Police District, his staff, and the Chicago Police Department in developing a broader understanding and the means to deal with the street gang problem, addressing not only citizen protection and safety but also the social needs of gang youths; (5) developing a set of model policies and procedures for the Chicago Police Department to maintain the program over time and expand it to other high gang crime areas of the city; (6) providing opportunities for citizens to assist in the implementation of the Gang Violence Reduction Program; and (7) developing a process of planning, documentation, and evaluation to enhance, measure, and assess program efforts and outcomes.

Program Components

The strategy of the program is to target selected gang youths, coordinate the justice system's response, mobilize local citizens' and organizations' interest, resources, and efforts, and plan and implement relevant research evaluation. The strategy evolved from a Youth Gang Violence Suppression and Intervention Program conducted between 1987 and 1991 and funded by the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

The Gang Violence Reduction Project team comprises a 10th District Police Unit of two full-time tactical and two part-time Neighborhood Relations Officers, including a sergeant; a Cook County Adult Probation Unit of three full-time probation officers and a supervisor; and a University of Chicago, School of Social Service Administration Unit of three community youth workers and a supervisor. A field supervisor of the Pre-Trial Services Unit of the Cook County Circuit Court is also involved in the project. Weekly unit staff meetings, biweekly interagency field meetings, and periodic administrative meetings across agencies provide direction for field staff operations.

Gang leaders, influential members, and shooters are identified, and positive relationships are established to assist gang youth in rethinking their values and the consequences of antisocial behavior, encouraging them to pursue legitimate careers. Extra constraints for gang youths continuing to engage in violent behavior include additional contacts, surveillance, arrest, and special pre-trial services. Field workers across units conduct contacts at least three times per week to deal with gang crises and related problems. Overlapping, flexible field work schedules cover prime gang activity times. Back-up police coverage is arranged for times when assigned tactical officers are not on duty. Visits to gang leaders and influential members in jail and prison facilitate truces and peace arrangements between warring gangs or factions, although arranging truces is not a principle objective of the project.

A local community organization, Neighbors Against Gang Violence (NAGV), has been developed. It comprises representatives of local Catholic and Protestant churches, the alderman's office, youth agencies, an employment agency, block clubs, and neighborhood residents whose purpose it is to support the project team. Increased communication and interaction with gang youths and opening up community resources for them is a major objective of NAGV. The Gang Violence Reduction Program has assisted Neighbors Against Gang Violence in the development of retreats, parent support meetings, and church membership gatherings that address the gang problem.

The Gang Violence Reduction Project and Neighbors Against Gang Violence periodically hold meetings with the District Commander and Probation Department and Research and Development Unit representatives to orient the commander about the purpose and nature of the project; to provide guidance on how to strengthen the structure of the Gang Violence Reduction Project and how he can take increased responsibility for its management and possible expansion in the district; and to encourage the commander to utilize community contacts and provide job contacts for targeted gang youth.

The Gang Violence Reduction Project assists probation administrators with community agency contacts, facilitates the decentralization of probation activities targeting gang youth in Little Village, and facilitates collaboration among probation administrators, community youth workers, and police in the development of special group counseling and job development programs. In addition, the program has assisted the Probation Administration to modify its procedures to permit the sharing of selected probation data with community youth workers.

The Early Warning Data System of the ICJIA provides monthly reports on the types of gang violence in Little Village and comparable areas in other police districts. Additional police and Early Warning System data are gathered to determine patterns of change in gang crime.

A planning and evaluation process has included the implementation of baseline community and individual gang member surveys. Individual level data from police and juvenile and adult criminal courts on program youth have also been made accessible. Staff meeting, program service, and other reports have been developed for accountability, program process, and project outcome measurement purposes. Research and evaluation material reflecting the program process and project outcome are periodically provided to the project employees. Formal and informal discussions are conducted at staff meetings about the nature and causes of street gang crime within a historical and comparative or cross-cultural perspective. Retreats, special seminars, and classes are conducted on the gang problem with attention to the education interests and needs of project staff.

Results and Impact

Performance Measures

A great deal of data are collected to assess the program's efficacy. Information gathered includes staff meeting minutes; informant interviews; cellular phone records; responses from local community residents, agency representatives, and gang youth served; workers' program reports; monthly program summaries; gang member interviews; field research observations; and other reports of the Chicago Police Department. This information indicates the number of youths contacted; the purpose and frequency of the contact; the actions taken by the workers; the results of the workers' efforts; the number and kinds of jobs offered to and taken by targeted youth and for how long; the number of school referrals and kinds of school-related problems that exist; the number of home visits and types of problems encountered there; the quality of worker contact with youth; the level of gang member satisfaction with worker services; the number of gang contacts; the number of gang fights, shootings, and injuries; the number of gang member deaths both gang and non-gang related; the planned activities in which youth engage; the number and type of actions by workers to avert gang conflict; the level of community awareness of the Gang Violence Reduction Project; the number, purpose, and conclusion of meetings with the Commander of the 10th District; and perceptions of the community as to police effectiveness with regard to gangs.

The activities of Neighbors Against Gang Violence are monitored through the minutes of NAGV meetings; monthly reports to the Chicago Police Department; the minutes of the NAGV two-day retreat and special community meetings; and funding proposals. These show the number of meetings held; the number and kinds of actions taken at board meetings; the number and kinds of plans and activities organized and implemented; and the quality of the organization's leadership.

Qualitative and quantitative changes in the involvement of the Police and Probation Departments are assessed through monthly program reports, memos to probation and police administrators, the number and purpose of interagency meetings at the main probation and Little Village decentralized offices, and the number of instances of Probation Department collaboration with the police and community workers, and the nature of the problems addressed. Other performance measures include the number of interagency and community work staff meetings at which gang research or training data was presented and the nature of the content provided.

Implementation Problems and Successes

Initially, there was a lack of communication between various levels of police and probation administration and the field staff involved with the program. This problem is solved by holding ongoing meetings to make administrators and agency heads aware that information should be shared fully with everyone involved in the program's implementation.

Problems of communication have been more readily resolved at the field staff level based on frequent contacts and collaboration among police, probation, and community organizations. It was difficult to find funding for the community group that is a corollary project to the Gang Violence Reduction Project. Program administrators helped community members write a proposal to obtain funding, and the community group received funding soon after.

Successes and Accomplishments

An analysis comparing two years of pre-program gang incident data with 21 months of program period gang incident data has been completed. Six high gang crime Hispanic areas were compared with the target program area. This analysis suggests that the GVRP has played a role in slowing the increasing rate of serious gang-motivated violence in the Little Village area. This increase was 20% compared to 36.4% in the area in the city with the next lowest rate increase and 129% in the area most comparable in terms of demographic and socioeconomic characteristics. In the target area, the rate of increase in gang violence suggests that approximately 30 additional serious gang incidents might have occurred had the program not existed.

The two gangs focused on in the target area were responsible for approximately 75% of the crimes that occurred in Little Village before the implementation of GVRP. After two years of program operation, these two gangs are responsible for two-thirds of the gang crime, a 17% rate of increase. The other eighteen gangs in Little Village which are not served by the project show a 65% rate of increase and a higher proportion of the area's gang crime than in the pre-program period. Gang homicides have dropped from 15 in the two prior program years to 7 in the last 23 months.

For the first time in fifteen years, the police department and the probation department are communicating as a result of the need for cooperation to administer this program. In addition, due to the different groups involved with the program such as the police, the community, and the probation department, accountability has increased because a natural street level system of checks has been created among the groups.

Prospects for Replication

Communication among all elements of the program is very important. Segments as diverse as pretrial services, probation, police, ex-gang members, and program staff must engage in a productive dialogue. Both control and social support strategies must be interrelated.

There must be top and field level support for the program before it is implemented. One agency must be chosen prior to the program's commencement to be permanently responsible for coordinating all the agencies involved.

It is essential that program staff accurately know the gangs' organization/structure and composition. Factors such as age, ethnicity, level of community organization, and level of conflict among community organizations must be taken into account.

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Illinois

Serious Habitual Offender Comprehensive Action Program

Statement of the Problem

Juvenile crime, particularly violent crime, has increased significantly in many Illinois communities, and many juvenile perpetrators have become repeat offenders. Although several agencies take part in addressing the juvenile crime problem, the combination of State laws and agency policies has restricted interagency information sharing and collaboration; consequently, multiple juvenile justice agencies are often working independently with the same juveniles and their families, but their efforts lack coordination.

Because agencies fail to share vital information, a chronic juvenile offender often "falls through the cracks" of the juvenile justice system. When decision making is based on isolated information rather than on all of the available data, the extent of a youth's criminal activity is not always known, and decisions are not always made in the best interest of the juvenile or the public. In addition, juvenile justice agencies often become frustrated because of the inconsistency in sentences and dispositions. Some habitual offenders remain "untouchable" and repeatedly victimize a community because of insufficient information sharing and coordination.

Goals and Objectives

The Serious Habitual Offender Comprehensive Action Program (SHOCAP) facilitates an interagency response to chronic juvenile offenders. Originally developed by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the U.S. Department of Justice, SHOCAP is a cooperative information-sharing and case management program that promotes coordination among law enforcement, probation, correctional, and social service agencies; prosecutors; schools; and community aftercare services. Through the sharing of information, the agencies are able to develop more comprehensive case histories and to make more informed decisions and recommendations regarding juvenile serious habitual offenders (SHO's).

The mission of SHOCAP is to control the behavior of SHO's by reducing the number of offenses they commit and by promoting changes in their behavior through community-based programs. SHOCAP enhances the credibility of the juvenile justice system by developing a unified, consistent methodology for dealing with SHO's. The program is designed to assemble the most up-to-date information on troubled youths and their families so that the system can more accurately match needs with services. The following objectives are designed to achieve the mission of SHOCAP:

- Develop an accurate and timely data base that includes information from a variety of sources and focuses on juvenile serious habitual offenders
- Develop operational definitions for the early identification of juvenile serious habitual offenders that can be used by patrol officers and criminal investigators
- Develop operational standards for the detention and processing of juvenile serious habitual offenders
- Develop and refine criminal information files that focus on the methods of operation used by juvenile serious habitual offenders
- Improve the linkage and flow of information among all agencies in the juvenile justice system
- Develop procedures for reducing or eliminating pretrial delays, case dismissals, plea bargaining, and sentence reductions for juvenile serious habitual offenders
- Promote support for SHOCAP among the appropriate criminal justice agencies and community groups.

Program Components

Planning for the Illinois SHOCAP began in 1990, and the program was implemented in 1992, when the city of Decatur and Macon County became a national demonstration site for a countywide SHOCAP effort. Recognizing that a disproportionate amount of serious crime is committed by a relatively small number of juvenile offenders and that a coordinated multidisciplinary approach such as SHOCAP is needed to supervise and rehabilitate those offenders effectively, the Illinois General Assembly amended the Juvenile Court Act to allow each county in the State to establish a multidisciplinary SHOCAP committee, which works to adopt criteria that identify juveniles who qualify as SHO's and to adopt an interagency agreement for the sharing of information that enhances case management yet respects the confidentiality provisions of the Juvenile Court Act.

The chief juvenile circuit judge or his designee can issue a comprehensive information-sharing court order, which allows agencies that are represented on the SHOCAP committee and whose chief executive officer has signed the interagency information-sharing agreement to disclose information to the SHOCAP committee. Staff members from the participating agencies who qualify for access to SHOCAP information must be limited to those individuals who provide direct services to or supervision of SHO's.

The Decatur-Macon County SHOCAP committee includes representatives from the following agencies: Bivens/Whitten Juvenile Center, Decatur Mental Health Center, Decatur Police

Division, Decatur School District #61, Illinois Department of Children and Family Services (DCFS), Macon County Juvenile Probation Department, Macon County Regional Office of Education, Macon County Sheriff's Department, Macon County State's Attorney's Office, and Youth Advocate Program.

A point system is used to identify juveniles who are to be treated as SHO's, and the system is based on the number and the seriousness of the offenses committed by them. In Macon County, for example, the number of SHO's targeted each month varies between 20 and 30.

Law enforcement agencies work to identify SHO's and potential SHO's according to the established criteria. The agencies compile comprehensive profiles and rosters on SHO's and share them with authorized agencies. Through their crime analysis units, the law enforcement agencies also provide strategic and tactical support to juvenile justice agencies to ensure responsible and informed decision making regarding SHO cases.

The Macon County State's Attorney's Office strives to expedite SHO cases, handling petitions vertically (with the same prosecutor assigned to the case from beginning to end) whenever possible. If a juvenile is detained, efforts are made to keep him or her in detention pending the adjudicatory hearing. If plea bargaining is used, the prosecutor strives to obtain as favorable a result as possible given the nature of the evidence. At the disposition hearing, the prosecutor is prepared to present information from the SHO profile.

The Macon County Juvenile Probation Department not only supervises SHO's on probation, but also conducts social history investigations, taking into consideration the information found in the SHO profile. The department also provides the local police department's crime analysis unit with information on the formal rules of probation for SHO's and the status of all SHO's on probation.

SHO's who perform community service or restitution work are supervised closely through the Probation Plus Program. All violations of the program's rules and absences from community service or restitution work are reported to the appropriate court representative and SHOCAP member agencies.

While SHOCAP ensures that stringent supervision is imposed on all SHO's, the delivery of intervention, social service, and aftercare services is an equally important program component. The Youth Advocate Program, for example, works to provide Unified Delinquency Intervention Services, Comprehensive Youth Services, and various aftercare services to SHO's referred by the courts or probation agencies.

The Decatur Mental Health Center provides (1) individual, family, and group therapy to SHO's and their families; (2) crisis intervention services 24 hours a day, 7 days a week; and (3) substance abuse assessments and treatment referrals. The center also shares social history and diagnostic information with other SHOCAP member agencies, as allowed by the Mental Health Code.

The Illinois Department of Children and Family Services works to identify SHO's who are the victim or the perpetrator in child abuse/neglect cases and to provide social service and placement opportunities. The department also identifies SHO's who are receiving DCFS services and shares social history and diagnostic information with other agencies, as allowed by the department's rules and regulations and related legislation.

Schools are also active participants in SHOCAP. To enhance a SHO profile, schools provide the crime analysis unit in the local police department with attendance records, discipline records, report cards, and transcripts, as allowed by law and program policy. Schools share information with other SHOCAP member agencies, and they report to the local police department on all crimes committed by an identified SHO that occur on a school campus, during a school-sponsored activity, or against school personnel. For SHO's on probation, schools work to ensure that the terms and conditions of probation that pertain to school are adhered to, reporting such information as unexcused absences and conduct violations to the juvenile probation officer and the crime analysis unit.

Results and Impact

Successes and Accomplishments

The successful implementation of the Decatur-Macon County SHOCAP is attributed to a variety of efforts, including the provision of technical assistance by the Colorado Springs, Colorado, SHOCAP Technical Assistance Host Site, which has operated a SHOCAP for several years and has extensive experience in project implementation, crime analysis, and information sharing. Training was another key factor in the success of the Decatur-Macon County SHOCAP. With funding from OJJDP, the program was able to utilize outside trainers and coordinate their activities with local training activities. Both the training and the technical assistance significantly enhanced the program's crime analysis capabilities.

In addition, the program would not have been successful without the extensive coordination and cooperation that was required (1) to organize multiple agencies working in a variety of disciplines and (2) to facilitate team building, which demanded a great deal of individual effort in developing and nurturing relationships and establishing trust.

Prospects for Replication

The Decatur-Macon County SHOCAP effort has received considerable attention statewide. Currently, a similar program is being implemented in Carbondale, Illinois, which is located about 100 miles southeast of St. Louis in rural southern Illinois. The community has a population of approximately 25,000 and is home to Southern Illinois University. There is considerable racial and ethnic heterogeneity in Carbondale, and the area's economy is largely driven by mining, farming, and the university. The Decatur-Macon County program assists Carbondale with its technical assistance and training needs.

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Kansas

Hiawathans Offering Positive Environments (HOPE)

Statement of the Problem

Hiawatha is a small rural town in northeast Kansas. Hiawatha is not unlike the majority of rural communities in the United States. It has the following social concerns: increased teen pregnancies and date rape, escalated alcohol and other drug abuse, escalating cases of sexually transmitted diseases, disrespect for public properties, increased juvenile crime, and the start up of gang activity, like its urban neighbors.

Most people have turned to schools for the solutions to these problems, but the schools are not the total answer. The schools need outside support, thoughts, and ideas for useful programs to better address the social behavior of today's youth. From this need, Hiawathans Offering Positive Environments (HOPE) was formed in April 1992.

Goals and Objectives

The goal of HOPE is to form a community coalition that is a partnership of schools, parents, and community players that addresses the social policy and environments of the youth in Hiawatha.

The objectives of HOPE are to: (1) become a working catalyst in the community to get organizations to work together on youth programs addressing social concerns; (2) help procure the funds and location for a community youth center; (3) create a parent network; (4) create youth activities for Healthy Highs; (5) develop full-time prevention programs in the school and the community using law enforcement personnel; (6) help support and develop community policing efforts; (7) help to get a chemical dependency therapist to work directly with law enforcement, inmates, juveniles, and their parent(s); and (8) work with the schools to develop an enhanced use of drug and alcohol monies.

Program Components

The Steering Committee The steering committee of HOPE is a cross section of the community that includes law enforcement, media, churches, extension, public and mental health, school administration and board members, youth, clubs and organizations, national guard, the area prevention center, and various businessmen and women. This committee is the "think tank" for HOPE and discusses the social concerns of the community and assigns them to various working committees such as student activities, parent network, or community relations. The steering committee designs some of the programs that are implemented in the community.

Many members of the steering committee are CEO's or employees of community organizations or businesses that have access to youth resources or youth related programs. It became apparent early on that the HOPE organization would act as the catalyst to get area agencies to work together on youth projects and parent education.

A Church Donation When the community learned that the youth wanted a community youth center, a local church donated $30,000 for start up funds. This started many more businesses, individuals, and clubs donating money, labor, and items to the center. The youth center is run by a combination of youth and adult board members that are responsible for activities planning, maintenance, and fund raising. The center is open daily during "at risk" times in the evenings after school and long weekend hours and serves 30 to 50 kids per night. The youth center offers simple, fun activities to all youths in the community. The activities include bonfires, sledding parties, skating, sports, and games.

Parent Network Jump starting parents to parent and addressing parent concerns through educational gatherings is the job of the Parent Network. This network teaches parents to look at themselves as role models. HOPE is currently using the Parent University model put out by the Kansas Extension on a regular basis to conduct their parent education, resources, and workshops. Resources for parents are also available at the local library in a designated area. A monthly newsletter is put out by the project which addresses topics related to parents.

Create Youth Activities Youth activities are currently being carried out at three different levels. The grade school activities are coordinated and carried out by a committee of parents. The middle school has activities for grades five and six that are conducted by parents and school sponsors. The high school activities are currently planned by the youth center board, the community, and parent sponsors.

Objectives 5, 6, and 7 involve law enforcement It was noted early on after interviews with youth that law enforcement was viewed as an adversary. There were no prevention or related programs in the county regarding law enforcement and youth. This had to be addressed if the other programs had a chance to succeed.

Money from Brown County, the City of Hiawatha, and the Bureau of Justice Assistance, channeled through the Kansas Governor's Office for Drug Abuse, was awarded to Brown County to have a full-time prevention officer in the K-12 grades and in the community to help with other youth programs. Brown County was also awarded a DARE officer for the 1993 - 1994 school year. The very positive results of the grant, and the holes it identified, led to three grants in 1994 - 1995.

The prevention officer grant was expanded into four Northeast Kansas counties and necessitated two additional officers. A new grant for community policing officers was awarded. The prevention officers receive information in class and privately and the community policing officers further evaluate it. The third grant was for a chemical dependency therapist that would work out of the area mental health center and serve four counties. This therapist is used by stressed law enforcement personnel, inmates, juveniles, and their parents that need mental health counseling. A bonus to the grant is the help that the therapist provides to the prevention officers in their daily classroom dilemmas.

School Alcohol and Drug Monies The schools in Hiawatha have a drug and alcohol curriculum for grades K-12, but the youth are tired of the same old thing, and by the time they reach the seventh grade, peer pressure usually wins out over these teachings. The HOPE committee helps to evaluate programs and gives ideas for new programs to be used in schools. To combat disrespect for public properties, the middle school youth now are involved with community projects or functions - two functions per year are mandatory by each student.

Leadership Training Instead of picking a few top students, the school now does leadership training for the entire seventh grade and their parents. This involves all students in decision making and starts parents networking for class functions.

Results and Impact

By creating the above programs, the project hopes to accomplish the following results and impact: (1) the community will address its social policy standards; (2) youth will be directly involved with activities and decision making for the short and long term viability of the youth center; (3) law enforcement will become active partners with parents and the school and friendly educators of youth with the impact being less juvenile offenses; (4) the school, with the help of the prevention officer and community input, will be better able to address the whole agenda of social concerns facing today's youth at all grade levels; (5) the overall impact will be a community with all its organizations and resources working in a partnership among parents, youth, schools, and the community to create a positive environment for youth.

Implementation Problems and Successes

Community perception of HOPE When an unknown community coalition is formed to address a subject not previously addressed such as alcohol consumption by youth, there is bound to be questioning and a somewhat skeptical perception of the coalition. Addressing social policy in a community takes time and a lot of communication to answer peoples' questions about the organization. Once the community realized that HOPE wanted to help youth in a positive manner, many people offered their time and resources to help expand the project base.

Money or funding When forming a coalition, funding is always a major concern. Initially, HOPE operated from donations from individuals, clubs, churches, schools, and businesses in the community. This proved to be the stimulus needed to get the coalition rolling, creating local ownership. HOPE is now also funded through fundraisers and Federal grants.

Youth Center The Baptist church donated $30,000 to get the youth center started. Several thousand more dollars came from the community in donations, equipment, labor, and volunteers. The youth center project was successful until the summer of 1994 when a problem developed that required many changes. Some urban youth with gang experience moved to Hiawatha and started forming gangs. They tried to take over the youth center, and most of the other youth stopped attending functions at the center. The center was closed while law enforcement broke up the gangs. When the center reopened, it had an expanded board of both youth and adults and was much more structured. The youth center now conducts high school and middle school activities (Healthy Highs) and is currently looking at starting a youth job service center and a day care center to generate funds for the youth center and young people in the community. The success of the center being open after school for middle and high school students has helped many at risk youth with no parent at home. The center is looking at a tutoring program to be run for these students.

Law Enforcement The HOPE program's work with law enforcement of all forms (KBI, highway patrol, sheriff, city police, and police auxiliary) has proven to be rewarding for many parties. The first grants for the full-time prevention officers and the DARE officer opened up a new arena in prevention, education, and community programs. The full amount of success of these various programs will not be known for a long time, but the results from the first two years are very promising. The DARE program is now being funded by the City of Hiawatha, and another officer has been trained to be a DARE officer. The program will hopefully be presented to additional grades in coming years.

The positive relationship between parents, youth, and law enforcement led to the community policing grant. These officers now have communication lines that were non-existent before the prevention officers started their interventions and apprehensions. They are receiving community support. The community wants more interventions and is looking at a drug dog as their next project. The police and sheriff's departments are also looking at a cadet program with youth.

The problem with law enforcement was that some officers did not understand the work of the prevention officer. This created in-house and departmental stress as the prevention officer was not helping with interventions. This problem was solved by creating a committee of people outside of the police department to listen to the complaints of the officers and mediate the situations. Meetings were also held with other officers to explain the role of the prevention officer. In addition, the prevention officer was made a representative of the sheriff to make the sheriff feel less threatened by the program. Another problem was the prevention officer was new to this field and needed consultation regarding some of the cases found in the schools. This led to the obtaining of a chemical dependency therapist in conjunction with the local mental health center to the program. This therapist has helped law enforcement officers with their job stress and counsels inmates and juveniles. The other bonus of the therapist is to the prevention officers and their school cases. This therapist is also available to counsel parents or juveniles with social problems. The overall success of the programs by law enforcement has benefited both law enforcement and the community.

Effect on Schools Since the formation of HOPE, schools now have a partner in parents and the community to address social concerns. One success of the program is that school administrators can visit with law enforcement officials regarding at risk or problem youth. The alcohol and drug free schools' monies committee has developed new programs concerning cultural awareness, leadership, decision making, and an evaluation of existing programs. Teachers and counselors are not as hesitant to present social problems and the consequences youth face in today's environment. It has allowed parents the opportunity to learn how to actively chaperon social functions and school activities.

Parent Network This has been the toughest part of HOPE to keep functioning. Parents are busy with work and other organization functions, and the normal school calendar takes a great deal of a parent's time. Regular parent meetings were not successful, which is why the program has changed to the Parent University model. This allows for mini workshops on parent topics, a monthly newsletter on parent related subjects, and a full Parent University yearly in the fall, showcasing all resources available in the community for parents. These activities are growing in number and parents have already started support groups such as mixed or blended families. It appears after two years that the parent network will continue to exist and expand. Principals call or send letters to recalcitrant parents to continue their participation in the program.

Successes and Accomplishments

When HOPE began, many people thought it would not last one year. However, it has almost completed three years as a community coalition. HOPE has continued to grow and expand programs where a major social concern exists.

HOPE Awareness Week was held in March 1994. This week of activities was used for celebration, education, and fun for all ages. The events included a volunteer dinner, a motivational speaker, parent education, and a Kansas City Chiefs benefit basketball game with proceeds going to the prevention officer program.

HOPE helped obtain enough voter petitions to get the City of Hiawatha to change a city ordinance that allowed alcohol to be consumed at the city ballpark.

HOPE organized a National Guard Fly-In in October 1994. This helped to kick off Red Ribbon Week and the Parent University. HOPE has also helped the State of Kansas start a statewide parent network using the HOPE organization structure as a start up model. The DARE program has been expanded to include sixth and seventh grades as well as the fifth grade.

The juvenile offenses during the five years prior to the grant averaged 104 offenses yearly in Brown County. Twenty one months into the program, the juvenile offense rate is now at 50, or a 50% reduction. The working relationship created between the sheriff, city police, school administrators, teachers, counselors, parents, and youth has benefited the whole community.

The prevention officers had run a total of 269 programs in 22 schools by January 1995. The programs have been delivered to an estimated 5,000 students. Many of these students have received more than one program.

Prospects for Replication

There are several elements required for a community to start a comprehensive coalition such as HOPE. There needs to be many interested people, both youth and parents. The adults need to come from a cross section of the entire community and be both administrators and workers. These people can be recruited through advertising of the HOPE program and its components. A retreat of these people needs to be held in order to spend time talking about their community to get them focused on the pertinent issues.

Once the people see, understand, and are committed to addressing the social concerns in their community, a coalition can be formed. Once the coalition is formed, it needs to get all organizations concerning youth in the community involved.

A positive relationship between law enforcement, youth, and parents is imperative for social programs to have an impact on a community. Law enforcement has to be involved at all levels for solid prevention programs to be effective.

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Maryland

School/Community-Based Drug and Violence Reduction Program

Statement of the Problem

At a meeting of the Laurel High School Research and Development Committee, which is a grassroots school/business/parent "think tank" designed to promote and develop positive learning opportunities through shared resources, an officer of the Laurel High School (LHS) Black Student Union told the group that the primary reasons for student drug use, disruption, and academic failure are lack of positive self-esteem and communication skills. This sixteen-year-old young man explained that the absence of positive role models for young black males in the community has created a void of desired values which leads to behaviors characteristic of frustration and distrust. The need for positive intervention at LHS was underscored by the 194 suspensions for fighting and other disruptive behavior in 1992-93. Many of the incidents resulting in suspension and/or expulsion were drug and alcohol-related.

With the development of the LHS School/Community Based Drug and Violence Reduction Program through the Governor's Drug and Alcohol Commission via the Anti-Drug Abuse Act of 1988, Subtitle C, young adults have an opportunity to reexamine their values and acquire additional skills and knowledge to make decisions that will lead to more productive and effective outcomes. Peer mediation promotes alternative solutions to violence. The drug demand reduction education program coordinated by D.A.R.E. in cooperation with local law enforcement officers empowers youth to make positive choices. The peer mediation program provides opportunities for students to plan, implement, and maintain an investment in the program.

Goals and Objectives

The goal of the program is the reduction of student drug use and disruptive behavior at Laurel High School through the school/community-based peer mediation program. This program promotes positive problem solving skills in order to develop a learning atmosphere, increase school attendance of "at risk" students, reduce substance abuse, and reduce activity requiring discipline.

The program has four objectives: (1) to train a group of approximately 24 students in the conflict resolution process to serve as peer mediators and "trainers" of future mediators; (2) to implement a "Conflict Resolution Through Student Mediation Curriculum" as part of the regular ninth grade Social Studies program, including instruction in the Prince George's County Schools' Student Code of Conduct, the role of law enforcement, and the process and objectives of peer mediation; (3) to expand and maintain a team of qualified staff members and students who have successfully completed mediation training and eventually will perform in-service training for LHS staff members so that the mediation format can be integrated into each classroom on a regular basis; and (4) to expand and maintain a team of qualified staff members and students who have successfully completed peer helper training to mentor incoming ninth graders and promote a smooth and successful transition of "at risk" students into Laurel High School.

Program Components

A steering committee oversees the implementation of the project. It is accountable for ensuring that the program's goals are met and monitors the achievements of the objectives identified. The steering committee consists of the principal, the Project Director, the Mediation Coordinator/Director, the D.A.R.E. representative, the local D.A.R.E. officer, the Home/School Relations Coordinator, the Social Studies Teacher Coordinator, and a student representative from the Peer Mediation Group.

The foundation and development phases of the project contain three focus areas. The first is the organization and development of the "Social Studies Conflict Resolution Through Student Mediation Curriculum" component. Lessons with accompanying handouts include the Student Code of Conduct, law enforcement, and Conflict Resolution Through Student Peer Mediation. These lessons and the pre- and post-test results will be carefully evaluated during the summer of 1994, and revisions will be made. A teacher's guide that can easily be adopted by other schools will be created at that time.

During the 1993-94 school year, the Social Studies Department of Laurel High School is maintaining the D.A.R.E. program in the tenth grade curriculum. The D.A.R.E. program complements S.A.F.E. (Students Against a Fearful Environment) with the infusion of new lessons and an emphasis on specific lessons related to Laurel's student population and the Laurel community. As part of this program, Laurel police officers are actually placed in the high school.

The second phase was a three-day training retreat for the Peer Mediation Student Core Group which took place during August 1993. At this retreat, the students developed an increased awareness of how they and others solve problems. They were also tutored in listening, note taking, and critical thinking skills. As Peer Mediators, they learned how to ask questions, gather information, facilitate communication, and develop alternative solutions for disputes. Special attention was given to the influence of their role as Peer Mediators in terms of their self-perception as well as the view their peers hold of them.

Teachers now bring students to mediation instead of to administrators to settle disputes. During the mediation, the disputants are able to express their feelings without name calling, and solutions are reached. After the mediation session, the students sign a contract which contains what they have agreed to resolve. This contract goes on file with the Mediation

Coordinator/Director so that the student can be referred if his/her file suggests that referral is appropriate. To encourage and enhance open lines of communication among school staff, a copy of this contract also is sent to the grade level administrator and the guidance department so that either can follow up with the students.

Failed mediations are followed up by the Mediation Coordinator/Director. Follow-up may include a call to the student's parents and/or suspension. Some violations such as gun violations or teacher/student conflicts are not dealt with by the program. Parents are brought into mediation only for severe cases and are used as a bargaining chip to ensure cooperation and participation by recalcitrant students.

The Peer Mediation Class Course Curriculum includes instructional activities so that participating students will continue to learn beneficial mediation techniques, coordinate and conduct peer mediations as needed, and train additional Student Peer Mediators. Guest speakers on relevant topics and field trips to agencies such as prisons and law enforcement facilities such as the State Police Department have emphasized the importance of guiding peers to make positive choices.

The third phase, a program called Peer Helpers/Mentors, is in its second year. A group of incoming ninth graders were assigned upperclass mentors prior to entering Laurel High School. Opportunities were provided for mentors to meet their partners, establish a relationship based on activities and seminars, and gain information during the summer on the techniques of peer helpers. Peer mentors had the responsibility of providing support and guidance to their students in academic, emotional, and social concerns throughout the school year.

The implementation phase of the three program components -- the Social Studies Conflict Resolution Through Student Mediation Curriculum, S.A.F.E. and D.A.R.E., and the Peer Helping/Mentoring program -- commenced simultaneously with the opening of the Fall 1993 school term.

Results and Impact

Performance Measures

The expected results based on the program's performance measures are as follows:

- From September 1993 to June 1994, the attendance average for students will increase a minimum of two percent over the previous year.
- From September 1993 to June 1994, the number of discipline referrals for drug-related offenses, insubordination, disrespect, class disruption, and inciting violence will be reduced by a minimum of five percent from the previous year's level.

- From September 1993 to June 1994, the suspension rates for all students will be reduced a minimum of five percent from the previous year.

- Peer mediation training will take place during August 1993.

- The ninth grade Social Studies S.A.F.E. Curriculum component will be written by Social Studies teachers, and one lesson will be taught by police officers.

- The Social Studies Department will continue the D.A.R.E. program as part of the tenth grade curriculum.

- The peer mentoring program will be maintained and enhanced.

- An informal evaluation will take place at the end of the 1993-1994 school year. Administrators will compare the 1992-1993 academic year's data on absenteeism, disciplinary referrals, and suspensions with the 1993-1994 school years' data. There is a potential for an outside, formal evaluation by the State of Maryland.

Implementation Problems and Successes

When the program was first introduced, some administrators did not believe that the Mediation Coordinator/Director would be tough enough on students. The Guidance Department felt threatened by the program, which seemed to encroach on their duties. These problems were rectified, in part, because of the principal's support for the program. The four vice-principals, whose job description includes handling disciplinary cases, were reluctant to send students to mediation at first. When they realized the value of the program, they began to bring the students directly to mediation.

Successes and Accomplishments

- Peer mediation training was completed. Ninety students attended a 1/2 credit Peer Mediation course and have mediated 1,500+ cases through April 1994, effectively helping over 3,000 students resolve their disputes without violence. These mediations have reduced the vice-principals' disciplinary cases by one-third. In addition, the student mediators have instructed other students in mediation techniques both at LHS and at other schools.

- Social Studies teachers completed writing the S.A.F.E. curriculum, and police officers taught Lesson 3 to 658 ninth graders.

- The Peer Helper/Mentoring Program was maintained with approximately 100 ninth graders participating.

- Approximately 550 tenth graders were taught the D.A.R.E. curriculum.

As a whole, the program has been viewed as very successful. The student mediators have helped thousands of students resolve their difficulties. The disputing students have learned by experience that talking out problems can be empowering and satisfying. The Student Mediators have received a boost in self-esteem, and have developed important life skills. Students are now becoming mediators for the prestige that the position entails.

Attendance, disciplinary referrals, and suspensions have neither decreased nor increased. This is significant because every other school in the same school district has suffered from an increase in these negative indicators. As a result, every other high school in Prince George's County will be required by the school board to replicate this program.

The impact of the D.A.R.E., S.A.F.E., and peer helper programs may be similarly judged. They may also have helped to prevent an increase in negative indicators witnessed by nearby schools.

Prospects for Replication

The program was designed by a school staff person in such a way that others could replicate it. A S.A.F.E. curriculum has been produced. A manual for starting a peer mediation program is in the process of being developed. Video productions have been generated which demonstrate various parts of the program.

The most difficult facets to replicate are recognition of the value of the program and the willingness to put adequate resources into the program. A full-time position for a Peer Mediation Coordinator is needed. Laurel High School's Peer Mediation Program has been so successful that LHS's school system is in the process of arranging for full-time Peer Mediation Coordinators in each of its 18 high schools. One of the most important components of a peer mediation program is full support from top administrators. In the case of Laurel High School, the Principal gave his full support to the program and caused an actual shift in the school's disciplinary policy. Another potential means of replicating mediation in other schools is to make conflict resolution a mandatory part of teacher certification. This program is not only appropriate for high schools. It can also be replicated in middle and elementary schools and has been successful with fourth and fifth graders.

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Minnesota

Turn Off the Violence

Statement of the Problem

"I love violence! Violence is cool!" was the most common response of nearly 10,000 children reported in a *Minneapolis Star-Tribune* article on media violence. A 17-year-old from a rural community reported that "watching a violent movie right before a basketball game is a good way to pump myself up so I can do my best in the game. When I watch someone getting beat up, it just makes me feel good inside." An 11-year-old from a suburban community wrote, "I like watching violent movies and TV shows because my family argues a lot. I can pretend I'm Jason, and I'm killing my family."

A tragic series of highly publicized violent crimes around the State of Minnesota in the first half of 1991 left many Minnesotans feeling frightened and powerless. That summer two civilian crime prevention specialists were sitting at lunch discussing the latest crimes and the futility of prison sentences after the fact. One looked at the other and said, "If we could just turn off the violence! If we just had a knob! If we could just get people to turn off violent entertainment, wouldn't that be something!"

That luncheon conversation ignited the Turn Off the Violence public awareness campaign. This prevention effort seeks to change attitudes about the acceptability of violence.

Goals and Objectives

The goals of Turn Off the Violence are two-fold: (1) to encourage people to learn about and use non-violent conflict resolution techniques, and (2) to encourage people to choose enjoyable alternatives to violent media entertainment.

The objectives established to meet the overall goals include: (1) to create and distribute easily reproducible educational materials for teachers, children, and adults on nonviolent conflict resolution and media literacy; (2) to increase the awareness of youth and adults of the negative effect of media violence on behavior; (3) to increase the awareness of youth and adults of nonviolent forms of conflict resolution; (4) through a solid stance on non-censorship, to empower individuals to speak out about their preferences for nonviolent media and about what is unacceptable in the media; (5) to publicize and promote alternative, nonviolent activities in schools, youth groups, neighborhoods, and faith communities; (6) to promote a Turn Off the Violence Day in October focusing on nonviolent activities; (7) to maintain a grass roots campaign emphasizing volunteer empowerment and involvement; and (8) to collaborate with individuals and organizations committed to violence prevention for shared knowledge, skills, and resources.

Program Components

The interest in Turn Off the Violence and demand for materials have steadily increased in the past four years. The coalition has grown from 20 committed individuals to a hundred organizations and hundreds of individuals around the country. Recently, some Canadian groups expressed interest in holding Turn Off the Violence events.

Volunteers provide the momentum and guidance for coalition activities, while the Citizens Council on Crime and Justice administers the program. A full-time project coordinator oversees and coordinates the activities of six Turn Off the Violence committees staffed by volunteers.

Education. Volunteer educators compiled the *Teachers Education Idea Guide*, a curriculum for use in grades K through 12, with lesson plans on conflict resolution, anger control, respect, and media literacy. Volunteer parent educators are contributing to and compiling a similar guide with activities for educators of adults and for use with adults and children together.

Three reproducible brochures offer information on Turn Off the Violence, conflict resolution, media literacy, and alternative activities. A quarterly newsletter keeps people informed of Turn Off the Violence activities, tips for conducting a Turn Off the Violence campaign, and non-violent alternative activities.

The Turn Off the Violence information hotline is staffed by volunteers who respond to and refer phone and written requests for information.

Action. A *Community Action Guide* documents the necessities for a Turn Off the Violence campaign in any community. Individuals are encouraged to participate in a postcard campaign to voice what violence they feel is unacceptable and what they prefer in the media.

Individuals and organizations are also encouraged to hold Turn Off the Violence events and activities on Turn Off the Violence Day and year-round to celebrate non-violent activities. Events that have been held in the past include: a talent show, story-telling, family fun night, teen performance night, an open gym time, a parent education class, and planting a peace garden.

Outreach. Community liaisons help organize Turn Off the Violence activities in diverse communities. Volunteers are trained to speak at public engagements and staff information booths. Media committee members publicize Turn Off the Violence events and submit stories to the media. Membership committee volunteers recruit and network among coalition members. A general meeting open to the public and held eight times a year gives attendees the opportunity to network, brainstorm, and provide input to the coalition.

Results and Impact

Performance Measures

A survey evaluating the effectiveness of the *Educators' Idea Guide* has been distributed to the 3,000 schools in Minnesota. The surveys are still being returned, and results will be available in August 1994.

Plans are being made to develop and distribute an attitude assessment survey to adult community education classes. A telephone survey is also being planned to follow up the requests for information to the Turn Off the Violence information hotline.

Requests are being made at general meetings and in newsletters for feedback and anecdotes about the impact of Turn Off the Violence in classrooms and on individuals. One preschool teacher reported that since Turn Off the Violence Day, children who witness fighting can be heard to say, "turn off the violence!"

A problem in measuring the success of Turn Off the Violence is the inability to track all Turn Off the Violence activities. Participants are encouraged but not required to report their activities.

Implementation Problems and Successes

Implementing Turn Off the Violence is becoming problematic because the limited staff and few core volunteers cannot respond to the rate at which the campaign is growing. As the campaign expands nationally, administrators have no way of anticipating the demand. Already the demand for materials has increased more quickly than funding.

Successes and Accomplishments

Due to the grassroots nature of the campaign, information spreads by word of mouth, making it difficult for program administrators to assess the impact of Turn Off the Violence. Returned surveys indicate that previously uncounted rural communities have participated in Turn Off the Violence activities in many different ways.

The Turn Off the Violence co-founders have noted a marked difference in attitudes about media violence today compared to July 1991, when they first presented the ideas. Turn Off the Violence helped initiate the growing movement sweeping the nation that is calling for the media to make changes.

Other accomplishments include the development, evaluation, and revision of an educators' guide, organizers' guide, and reproducible brochures; a partnership with the Citizens Council on Crime and Justice; an *Educators' Idea Guide* sent to all schools in the State of Minnesota; four training programs in Minnesota outside of the Minneapolis metro area; inclusion as a resource in the Childrens Defense Fund's national directory; participation on April 30, 1994 on Radio AAHS for one hour during a 12-hour nationally syndicated program on Families United for Non-Violence (FUN) Day; and a merchandise brochure.

Turn Off the Violence has also formed a partnership with the National Crime Prevention Council (NCPC). Through inclusion in the National Crime Prevention Month kit, Turn Off the Violence is expected to reach millions of Americans.

Prospects For Replication

Turn Off the Violence is easily replicable in any community. Communities may include families, faith communities, youth groups, neighborhoods, cities, and States. Each community can adapt the program to fit its own people and needs. The reproduction of brochures is authorized. The 30-page *Community Action Guide* includes sample letters, a press release, a proclamation, and numerous ideas for events called "Recipes For Success."

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Montana

Alternatives to Incarceration in Rural Communities

Statement of the Problem

Yellowstone, Stillwater, and Carbon Counties are rural jurisdictions in Montana that face similar correctional, legal, and law enforcement problems: crowded detention facilities, clients' noncompliance with life safety standards, increasing costs of jail operations, shrinking budgets, liability concerns, and high rates of recidivism.

Crowding became a problem for the Yellowstone County jail in the mid-1980's, when a court order placed a 62-bed limit on the facility that had previously housed as many as 119 inmates. That and other safety issues caused local authorities to begin planning the construction of the 162-bed Yellowstone County Detention Facility, which opened in 1987 and emphasized direct supervision, expandability, and alternative programming. While the opening of the new facility resolved Yellowstone's safety and supervision problems, it had a negative impact on the county's budget, leading to curtailments in hiring. Additionally, mandatory sentencing legislation increased the booking rate for persons convicted of driving under the influence (DUI) and domestic violence offenses. Within 2 years, the facility was near its peak capacity.

Stillwater County has a population of 6,500 and lacks the resources to build a modern detention facility. The current facility is limited to 72-hour incarcerations, with Stillwater contracting with Yellowstone County for long-term placements at the rate of $40 per day. In addition, Interstate 90 runs through Stillwater County, bringing an influx of transient offenders, many of whom have been convicted of DUI. To compound the problem, the sentencing options available to county judges are very limited.

Carbon County faces problems similar to Stillwater's: Its jail facility is limited to 72-hour incarcerations, and long-term placements are contracted to Yellowstone County. Carbon County must also deal with a large number of transient offenders because of its proximity to a popular ski area and the Beartooth Highway, which runs through Carbon County on the way to Yellowstone National Park.

Goals and Objectives

To confront the criminal justice problems in their communities, Yellowstone, Stillwater, and Carbon Counties developed community-based alternatives to incarceration, which were designed (1) to handle large numbers of offenders; (2) to provide flexibility in sentencing; (3) to be financially self-sufficient in part; and (4) to reduce the demand for detention beds, which in turn will increase cost-effectiveness and reduce liability exposure. The following objectives were designed to meet those goals:

- Maximize the sharing of resources across jurisdictions (city, county, State, and Federal)
- Present a variety of sentencing options to allow flexibility in meeting the needs of offenders
- Address mandatory sentencing laws, such as those for DUI and domestic violence
- Address the needs of indigent offenders
- Provide supervision and treatment for substance abusers.

The objectives included the provision of the following service levels: (1) a total annual client service level of 4,000–4,500, (2) community service hours totaling 22,000 and valued at $110,000, (3) the screening of 500 pretrial offenders for release, (4) case management for 70 deferred prosecution clients, (5) nondetention residential placements for 100 clients, (6) 3,300 days of electronic monitoring annually, and (7) counseling services for 124 domestic violence offenders.

Program Components

County officials took several factors into consideration during the planning process: (1) the incarceration patterns within the detention facility; (2) the existing alternative programs in the community, which needed to be consolidated or made available to a broader offender population; (3) the inclusion of a broad representation of the judicial system, law enforcement agencies, legal institutions, the State legislature, and private organizations; and (4) the placement of the program within a particular agency or department that will be perceived as "unbiased" in providing services. The service provider chosen by the three counties was Alternatives, Inc., a nonprofit organization.

An advisory board was created in each community, and the boards collected data on the utilization of the local detention facility, identified the special needs of the offenders, and assessed the current availability of alternatives within the community. Those data were then examined in light of funding availability, resulting in the program's design. Throughout the planning process, the advisory boards included input from the public and the media.

Budgetary constraints influenced the range of alternative programs, resulting in an emphasis on the collection of clients' fees and high-volume services requiring a relatively small number of personnel. Yellowstone, Stillwater, and Carbon Counties now provide the following services, many of which are offered in conjunction with another service:

- *Community service*—Offenders are assigned to work for nonprofit and governmental organizations in lieu of paying fines or serving jail time and are compensated for their work at a set rate.

- *Pretrial screening*—Although pretrial screening is not a jail alternative, it is effective as part of a program. Pretrial defendants and inmates are interviewed and scored, and the score helps to determine their release status or sentence at the time of their arraignment or sentencing.

- *House arrest or electronic monitoring*—The client, usually a nonviolent offender, is sentenced to remain at his or her place of residence, except for approved work hours or counseling services. An electronic device in the form of a bracelet or anklet is affixed to the client by a tamperproof band and thereby monitors the client's movements.

- *Community supervision*—Clients check in several times per week to report on counseling attendance and work performance, and they may be tested for alcohol or drug use. The level of supervision for the program can be regulated to meet varying needs, with program personnel functioning like parole or probation officers.

- *Domestic abuse intervention*—As mandated by State law, offenders who are convicted of domestic abuse attend 25 hours of counseling, based on the Family Preservation Model. Counseling is appropriate for both the victim and the offender and often includes chemical dependency treatment for the offender.

- *Victim-offender restitution*—Offenders and victims are assisted by trained mediators in resolving emotional issues and settling on an acceptable restitution agreement. During that process, the offender and the victim come to terms with the earning power of the offender, and alternative obligations, such as charitable work,may be substituted.

- *Work release/detention*—Largely at their own expense, offenders are placed in a halfway house to serve their sentences. Although the clients may receive permission to work, they are supervised 24 hours a day, and they receive treatment.

- *Minor in Possession (MIP) counseling and drug and alcohol services*—Adolescents convicted under the MIP statutes receive counseling. As a supplement to local service providers, drug and alcohol abuse assessment and counseling are available to adult offenders.

- *Deferred prosecution*—Offenders agree to a program of self-help, restitution, and community service in lieu of prosecution. Volunteers supervise the development of "contract" requirements and meet weekly with clients. When clients successfully complete the program, their arrest records are expunged.

Results and Impact

Performance Measures

Each alternative program is monitored by the local advisory board, with quarterly meetings providing a venue for (1) subjective feedback from the courts on the efficacy of the referral process and on the impact of the program on participants and (2) the exchange of statistical information from computerized records and client-tracking systems. The programs rely heavily on the collection of statistical measures to evaluate the success or failure of each program. Financial statements are also made available quarterly so that the advisory boards can review expenditures and revenues.

The activity of each program is summarized monthly in terms of the clients served, the fees collected, the termination status of the clients (success or failure), the restitution paid, the community service hours performed, and the value to the community represented by those hours. The use of local detention facilities is also measured against the guidelines established for each county.

Implementation Problems and Successes

Although alternative programs often face obstacles during the following stages of implementation, success is achievable if planning, flexibility, creativity, and trial and error are used wisely:

- *Instituting change*—Because professional positions in law enforcement and the judicial system demand personal responsibility, such responsibility, particularly for public safety, can create conservative attitudes that result in resistance to change. Alternatives to incarceration are often viewed as a risky and radical departure from the status quo; therefore, program personnel must remain patient because such programs are implemented through evolution rather than revolution.

- *Widening the net*—Once alternative programs gain acceptance, the demand for services can be overwhelming. Some of the programs, such as community service, are easily expanded, while supervised jail work programs and deferred prosecution programs, for example, require additional personnel to meet expanded caseloads. Expectations can often exceed practical service levels because of funding limitations.

- *Informing the public*—A program that effectively informs the public and provides outreach is necessary to ensure that the community makes wise decisions regarding correctional issues. Unless the realities of jail costs are disclosed to the public, resistance can occur based on the perception that alternatives are "soft" on crime.

- *Removing indigent offenders*—Clients' fees can be an important revenue source for community-based alternative programs. One of the goals of the alternatives is to remove people from jail who are there largely because of indigence. Taking that population into consideration, fee scales must be reasonable and collectible.

- *Addressing clients' noncompliance*—A significant number of clients may initially test the limits of the program by failing to keep appointments or commitments or to make restitution. An alternative program must address discipline problems and maintain firm boundaries for clients.

Successes and Accomplishments

In general, the predicted service levels have been reached, and the detention usage rates have been controlled. The Yellowstone County Detention Facility averaged 142 inmates per day in 1992, and although peak populations have reached the capacity of 162, the county has been able to keep one housing unit closed. Stillwater County contracted for one bed in the Yellowstone County Detention Facility, and although Stillwater kept that bed full during the program period, the county was able to cover the cost for that service. In Carbon County, daily averages were brought down from 3.2 inmates and 4.7 inmates per day in 1989 and 1990, respectively, to an average of 2.01 inmates per day during 1991, the first year of operation.

In addition to the success of the alternative programs in meeting service goals and jail quotas, there are significant accomplishments of a more intangible nature. The availability of alternatives in Yellowstone, Stillwater, and Carbon Counties has provided a means for addressing sentences on an individual basis; as a result, the impact on some habitual offenders, particularly in the two smaller counties, has been gratifying. The alternative programs have also restored a sense of meaning and effectiveness to the court system in a way that incarceration could not. Furthermore, the programs have emphasized good values, such as volunteerism, employment, acceptance of financial responsibility for one's actions, and acceptance of the offender by the public once he or she has paid his or her debt. Finally, and perhaps most importantly, the alternative programs have encouraged cooperation at all levels of the correctional, legal, and law enforcement systems, and the development and support of common goals have been rewarding for program personnel.

Prospects for Replication

Rural communities interested in implementing alternative programs must clearly define their needs and address them aggressively. The communities will undoubtedly discover one or more appropriate services because of the wide diversity of alternatives. Because components of such programs already exist in many communities, implementation may require consolidation of existing resources and expanded access to them rather than the "invention" of a new program. In addition, the potential for successful replication increases considerably when there is a community correctional center already in place.

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Union City Police/Community Partnership Program

Statement of the Problem

Residents of Union City, New Jersey felt isolated and frustrated trying to reduce crime in their community and believed that their government should do more to achieve that goal. In addition, it became clear that it would be necessary to address the multitude of problems associated with the community's physical and social environment in order for the city and the police department to counteract the negative forces. With these goals in mind, Union City implemented a Police/Community Partnership Program.

The program uses a comprehensive, multi-agency approach to combat violent crime, drug use, gang-related activity, and social and physical disorder in high-crime neighborhoods. Federal funding, administered by the Division of Criminal Justice, is used to implement the program. The strategy includes enhanced law enforcement efforts, a highly visible police presence, educational and recreational opportunities for residents, and physical improvements to the selected neighborhood. The Union City program is one of seven Police/Community Partnership Programs in New Jersey and is in its second year of operation.

Goals and Objectives

The goal of the program is to have impact on crime and improve the quality of life in a targeted area of Union City, New Jersey, through a Police/Community Partnership.

The objectives of the program are to: (1) develop a comprehensive, multi-agency strategy to target and apprehend street gangs and drug-trafficking criminals and reduce violent crime and drug sales by 10% within one year; (2) institute a community policing program mobilizing community residents to assist law enforcement in identifying problems and proposing solutions; (3) enhance communication and coordination with governmental and social service agencies; (4) establish a Safe Haven/Community Center to provide activities and programs for residents in a secure environment; and (5) develop and implement a plan that addresses social and economic problems.

Program Components

This program comprises four interrelated components: (1) Community-Oriented Policing, which interacts with all other segments of the program and is based on the concept that police officers and community members can work together in creative ways to solve problems; (2) the Violent Offender Removal Program, designed to identify and apprehend violent criminals and members of violent street gangs; (3) the Safe Haven/Community Center, a unique initiative to provide community members, especially children, with a safe and secure environment in which to enjoy a host of educational, recreational, social, and cultural activities; and (4) Neighborhood Revitalization, designed to focus on economic development and quality of life activities to strengthen neighborhoods and provide youth with positive alternatives to crime.

The Community Policing Unit developed a partnership with the community to identify and solve problems in the target neighborhood. Work schedules and beats for community policing officers were assigned, and specific community policing strategies and crime prevention initiatives were implemented. Training was provided to the community policing officers and the department to enhance the coordination of responsibilities. Training for community members that will lead to a better understanding of their roles and responsibilities in maintaining the safety of the neighborhood was also provided. Citizen/Police Panels were established to identify and address the area's needs and increase citizen involvement.

A facility for the Safe Haven/Community Center was secured within the target neighborhood, and staff were hired. Programs and activities were identified, developed, and implemented at the Safe Haven site. A network of social service providers in the areas of counseling, referrals, and vocational opportunities was created. Open air drug markets and drug sales within the Safe Haven Zones were identified, and individuals associated with these markets were arrested. To make this aspect of the project successful, community information sources were developed, and the task force completed surveillance of suspect locations and determined appropriate actions. Offenders who engaged in criminal activity in the target area were prosecuted to the fullest extent of the law by teams developed at the county, State, and Federal levels. These teams reviewed all persons targeted for investigation to determine the appropriate level of prosecution and assigned a prosecutor to provide legal counsel to the investigations.

The Violent Offender Removal Task Force of law enforcement agencies conducts monthly meetings, delineates duties and responsibilities to each member organization, and develops an investigative plan. It identifies and arrests persons associated with violent street gangs and drug trafficking networks. To do this, a strategic plan and information base were developed. Analysts were assigned to the task force. Task force members obtained and analyzed computerized arrest records, developed profiles of gang members and drug traffickers, and established a system of referrals to the prosecutor's office.

To begin Neighborhood Revitalization, a needs assessment was conducted in the target area to identify gaps in service and potential resources and funds. Based on the assessment, a plan was developed by modifying existing city plans and redirecting resources to the target area. Programs were developed to strengthen the community structure by impacting the residents' quality of life. A process for physical and maintenance problem resolution was also established through the interaction of relevant city agencies.

Results and Impact

Performance Measures

Task force performance measures include the number of: buys/busts; saturation patrols; raids; undercover surveillance operations; assets seized; weapons confiscated; arrests; fugitives; gang members/associates; illegal aliens; individuals referred from the Community Policing Unit; and juveniles. The success of operations to combat open air drug markets and sales is determined by measuring the types of operations, the number of community referrals and calls to the tip line, and the number of arrests made. Prosecution improvement is determined by counting convictions and the number of offenders sentenced to State prison, sentenced to Hudson County Jail, or placed in drug rehabilitation programs. Crime reduction is an indicator of the effectiveness of the community policing unit.

Other program elements to be assessed include: training, community groups, and meetings, merchant/business contacts, foot patrols, mini-stations, resident input surveys, the number of participants and meetings of the citizen/police panels, ties created with governmental, social service, and private agencies, and the number and age of participants in the Safe Haven Community Center activities.

Implementation Problems and Successes

As part of the revitalization component, the city initially planned a cooperative job program with the Hudson County Division of Employment and Training to clean up neighborhoods in the target area. Because of budget constraints, this initiative did not materialize. Instead, the city hired a Revitalization Coordinator to work with the residents to determine needs and future efforts in the target zone.

Successes and Accomplishments

Each of the components of the program has been successfully implemented. In many instances, the program has far exceeded initial expectations. Enthusiasm for the program is high among the residents of the target area and those directly involved in implementing the program. Much of the success of the program can be attributed to the direct involvement of the Mayor and the County Prosecutor.

Community Policing. At the request of the residents, enforcement efforts in the target area involve quality of life issues. City ordinances prohibiting public drinking, loud music, and obstructing passageways have been enforced, along with other laws and ordinances that enhance the quality of life and improve community safety and order. The rate at which these offenses occur has noticeably decreased.

The Community Policing Unit has increased the police department's involvement with citizens by establishing 10 block watch groups as well as several other community groups. Since this increase in communication between police and citizens, the crime rate has dropped significantly, with a reduction of approximately 40% in drug offenses.

In addition to training by the Vera Institute including problem solving and community policing, members of the unit have been provided with ongoing training. This included a 40-hour crime prevention course, a 40-hour course in street survival, and a 2-day drug awareness leadership conference, as well as other seminars, conferences, and courses.

Violent Offender Removal Program Task Force (VORP). Targeting approaches were used to break down and diffuse the "Dominican Posse" responsible for numerous violent street crimes. Twelve members of that gang were arrested and charged. These arrests ended a spree of robberies which was generating a high level of fear among local residents. In addition, a loosely knit gang of juvenile burglars was identified, and 30 arrests were made. This particular investigation resulted in a dramatic decline in the city-wide burglary rate and a substantial positive impact on the burglary rates in the surrounding communities. It also provided informants and a greater understanding of burglary techniques.

A three-phase attack on illegal narcotic distribution resulted in over 40 arrests for drug-related offenses in the target zone. The first phase of the operation involved undercover operations and surveillance and resulted in 20 arrests for drug sales to undercover officers. The second phase involved a directed patrol to detect and apprehend narcotics offenders, and the final phase focused on suppression and displacement of narcotics activity. Groups were discouraged from loitering in the problem area, and a high uniform presence was maintained. This program has resulted in a 40% decline in narcotic offenses in the target zone.

To date, more than 20 VORP defendants have been prosecuted by the Hudson County Prosecutor's Office. Approximately one-third of those prosecuted have received or will receive sentences in the New Jersey State Prison system, and most of the remaining two-thirds will be sentenced to the Hudson County Jail. In some instances, consistent with New Jersey's Comprehensive Drug Reform Act, VORP defendants were allowed to enter an 18-month in-patient drug program for rehabilitative treatment.

Safe Haven. The Safe Haven is open seven days a week from 3:00 p.m. to 9:00 p.m. It provides a structured environment in which children are welcome to participate in programs such as swimming, cheerleading, cooking class, TV/VCR room, game room, basketball, homework room, trips, dances, and program workshops (Story Telling, Drug Awareness, Self Esteem, Health and Nutrition, Aids, Poison Control, First Aid). Special events are also scheduled to allow children to share in various committees. The Safe Haven is achieving its objectives by motivating children away from street life and promoting good sportsmanship, social awareness, team work, self esteem, respect for others, the adverse effect of prejudice, and the meaning of goals.

Neighborhood Revitalization. A new police substation was established at the site of a former bar where drug dealing, murders, and other criminal activity once occurred. The bar was seized under New Jersey's forfeiture laws. Under the leadership of the Mayor, the former bar was renovated by volunteers from the neighborhood, city employees, and local merchants. This project was accomplished at no cost to the taxpayers. The downtown substation has had a stabilizing effect in the target neighborhood, providing residents of the target zone with police services and a place where residents can confidentially report information to police.

Community Development Block Grant funds were used to build a $2 million dollar recreation building in the target zone. This state-of-the-art facility is located adjacent to the Safe Haven site and provides additional recreational activities for residents of the area. The city also programmed funds from the Community Development Agency budget to begin a tree-planting program in the target neighborhood. Substantial commitments to street improvements and rental rehabilitation projects are improving living conditions in the target zone. A little league baseball facility was also recently built in the neighborhood.

Prospects for Replication

This program has been successfully implemented in seven New Jersey cities. A Request for Proposal has been developed and is available upon request.

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Ohio

Early Dropout & Violence Prevention Program

Statement of the Problem

This program targets African-American males who demonstrate high-risk behavior in target elementary schools in Cuyahoga County. The Cleveland Public School District and several surrounding suburban school districts report dropout rates for African-American males to be between 25 and 50 percent. This is not only an educational concern; school failure in turn augments the rate of crime and violence committed by juvenile offenders.

According to the Department of Rehabilitation and Corrections, approximately 70 percent of their current inmates are high school dropouts. Since 1986, Cuyahoga county Juvenile Court recorded 126 drug cases involving juveniles; in 1991 there were 1,108 drug cases. During this same time period, the number of juveniles charged for assaults increased by 38 percent.

The problem of youth violence and school failure is not confined to Cleveland or Cuyahoga Counties. Ohio ranks eighth among the 50 states in violent death rates for ages 15 to 19. Twenty-eight black males were homicide victims in 1992 in the 0 - 20 age group. African-American males accounted for 70 percent of the County's homicides in this age group. The prevention of school failure is a vital and cost-effective strategy for the reduction of crime and violence.

Under optimum circumstances, educational achievement provides a solid basis for the attainment of economic stability, which fosters healthy home and community environments. These environments in turn provide role models, motivation, and rewards for appropriate behavior and for success in formal and informal learning processes.

Conversely, problematic home and community environments provide no role models, motivation, or rewards for educational achievement. They create consistent difficulties in the formal learning process, hinder progress in appropriate behavioral and informal learning, and preclude support systems that nurture students' receptivity to learning.

In this scenario, consequent feelings of low self-esteem are soon manifested in the classroom in frequent truancy, poor academic performance, inappropriate behavior, inability to resolve conflict peacefully, early gang affiliation, drug use, and "voluntary early departure" from high school. The cycle of achievement is replaced by a cycle of poverty and disillusionment, with student drop-outs confronting unemployment, resorting to criminal behavior to survive economically and to support drug use, or searching for a sense of belonging, even if to a marginal group in society.

The Cleveland Public Schools' high school drop-out rate approaches 50 percent, confirming the existence of a complex and urgent situation in the city, particularly among African-American males. The problem is no less serious at the elementary level; the number of students having to repeat one or more grades is a serious cause for concern.

Goals and Objectives

The Early Dropout & Violence Prevention Project (EDVP), a small-scale pilot project now in its fifth successful year, addresses these issues. Its mission is to provide students and their families with the qualitative and practical support needed to enable students to learn, encourage them to stay in school, and reduce their aggressive and delinquent behavior in order to restore the cycle of educational achievement.

The following objectives further the Project's mission:

- Schools identify high risk students, address the development of pre-dropout behavior, address behavioral problems, and improve the classroom learning environment.

- Families work to improve the parent/child relationship, the parent/teacher relationship, and parent involvement in the educational process.

- Students work to improve attendance, academic performance, behavior, self esteem, and skills in resisting peer pressure.

Program Components

The first program activity is identification. Research conducted by the Universities of Kentucky and Wisconsin indicates that pre-dropout behavior begins as early as the fourth grade. For this reason, the EDVP addresses behavioral problems at the elementary school level. Through coordination with teachers, administrators, attendance officers, and parents, highest-risk students--those demonstrating truancy, poor academic performance, behavioral problems, or lack of parental support or control--are identified. The program uncovers weaknesses or failures in home environments that stunt students' receptivity to learning.

Participants in the program receive trophies and certificates to recognize their achievements. These educational incentives provide positive reinforcement to at-risk students who do not usually receive praise.

Many EDVP participants are in need of extra tutorial assistance. Additional personnel who provide tutoring enable students to receive this help.

Home visits, school conferences, and telephone follow-ups are conducted by the Project Coordinator to assess periodically each EDVP student's home environment, act as a liaison between home and school, and encourage parental involvement. Visits sometimes are made in conjunction with attendance officers. Home visits are a critical component of the program because evaluation of the home situation frequently explains the origin of students' problems.

The Project Coordinator initiates individual counseling and intervention with children in situations that require close monitoring for specific and acute problems and possible referral to a community service agency.

In peer support groups led by the Project Coordinator, students are encouraged to disclose problems and rely upon positive adult counseling and peer support to improve attendance, behavior, and academic performance. Students review issues such as proper study habits, appropriate dress for school, courtesy and respect, interpersonal relationships, problem solving, and conflict resolution. By providing structure and an alternative sense of belonging, these groups deter gang association and drug use. The Project Coordinator has noted that non-member students battle for admission, which is limited in order to maximize the program's effectiveness.

Guest speakers of various educational and career backgrounds speak monthly to peer support groups. Students are given the opportunity to gain information and interact with positive role models, which are lacking in the inner-city.

Field trips provide opportunities to increase students' motivation to pursue future goals and careers by exposing them to a variety of positive environments and lifestyles, including parks, museums, and sports activities.

The EDVP Project sponsors Community Awareness Parenting Services (CAPS) workshops for parent training. Emphasis is placed on the importance of responsibility and mutual respect in the parent-child relationship, involvement in the child's education, and the search for assistance when necessary. Information is offered on community service agencies that provide assistance with tutoring and other educational needs, basic needs, family violence, recreation, substance abuse, community problems and teenage pregnancy--all of which ultimately influence the outcome of the formal educational process. The Project Coordinator also collaborates with the Parent-Teacher Associations (PTAs) and School-Community Councils (SCCs).

Results and Impact

Implementation Problems and Successes

To date the project has been successful in achieving its goals. Other schools within the Cleveland School District seek integration of the program into their schools, and outside districts view the EDVP as a model for establishing their own programs. The program has been well received by parents and teachers who praise it for preparing students to learn and improving classroom behavior. Another indicator of the program's success is that students frequently request to participate in the program. Student demand for services offered by the program is such that the program has not been able to accommodate all students' needs. Early assessment of the initial EDVP quickly determined that the program size would have to be reduced because student needs were greater than anticipated.

Another implementation success has been the maintenance of computerized data for each participant's grade point average, attendance, and tardiness, facilitating tracking of year-to-year progress.

Successes and Accomplishments

During the 1992-1993 school year there were 74 students served. Eighty-five certificates, four plaques, and 22 trophies were presented this school year.

Prospects for Replication

Two distinct strategies are under consideration to determine which will better serve the program's objective of broader quality implementation. The difficulty lies in maintaining current levels of success with increased numbers of students. Program quality rather than speed of implementation is a primary concern of the committee formed to study the issue.

The first possibility is to institutionalize the process by replicating the model throughout the Cleveland School District. A task force would oversee development of a plan, ensure its adoption by the Cleveland School District, and implement replica programs system-wide. Program ownership would shift to the District. A program bureaucracy would be responsible for funding, staffing, planning, and programming.

An Executive Committee was formed to serve as an advisory board to help insure the continuation of the project through fund raising, monthly meetings, and the institutionalization of the Early Dropout Prevention Program. Plans are underway to arrange a meeting between committee members and the new Superintendent of the Cleveland Public Schools system, a first step toward the infusion of the Early Dropout Prevention Program into the schools' curriculum.

In the second case, the task force would not serve as a catalyst but instead would provide technical assistance to "entrepreneur schools" wishing to adopt and administer the program in response to their specific needs. The EDVP Project Coordinator would function as a trainer for others.

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Oregon

Young Women's Transition Project

Statement of the Problem

The 1985 Oregon legislature limited the population of Oregon Juvenile Training Schools to 513. As a result, County Juvenile Courts frequently use the limited space for violent young men who threaten public safety instead of for young women, whose crimes are most often of a self-destructive nature such as prostitution and substance abuse. The training school capacity for girls decreased from 160 beds in 1985 to approximately 45 beds. Only 8.6% of the total closed custody juvenile system beds are for girls.

The few young women who are committed to the secure custody of the Hillcrest Training School for Girls are too difficult to be helped in any other setting. Data obtained by the Young Women's Transition Project (YWTP) indicate that the severity of offenses and problems of young women and their families is increasing. In 1989, 78 young women were committed to Hillcrest with an average of 1.8 offenses, 11% of which were serious crimes against persons. For project years 1991 through the first quarter of 1994, 170 girls were committed, an average of 52 per year, averaging 2.3 offenses of which 14% were serious crimes against persons.

Approximately 80 young women are paroled from Hillcrest each year. These young women seldom have a supportive home environment. Most have a history of running away and have not stayed in one place long enough to become attached. The Hillcrest program helps young women improve self esteem and develop skills for success. They often form their first strong therapeutic relationships in the institution and view it as a "safe haven."

Despite their growth toward self sufficiency while at Hillcrest, many young women remain uncertain about a successful return to the open community. Because of pressure on counties to remain within legislated limits, young women are often paroled before their treatment is complete. They frequently flee to the perceived safety of their former lifestyle, or they deliberately violate parole in order to return to the safety of the locked institution. Repeated placement failures further damage self-esteem and progress toward competency.

Goals and Objectives

The purpose of the Young Women's Transition Project (YWTP) is to reduce recidivism of young women paroled from the Hillcrest Training School for Girls by providing planned, individualized services. The intent of individualized services is to help young women establish a trusting relationship with aftercare providers and to provide support during the initial period of adjustment to the community. An additional project goal is to improve the quality of life for young women served by the juvenile correctional system.

Program objectives include: (1) providing appropriate transitional services to a minimum of 50 young women per year who are at Hillcrest or on parole; (2) developing joint individual transition services from aftercare placement resources, the County Juvenile Department, parole officers, and the Hillcrest School; (3) increasing the number of appropriate residential resources available to young women on parole and reducing the rate of parole revocations according to Hillcrest admissions records from 49% in 1990 to 33%; and (4) increasing the rate of successful parole termination of females from 69% in 1991 to 80%; and replacing the therapeutic relationships clients have formed in the institution with community relationships.

Program Components

The project began January 1, 1991. All young women in Hillcrest at that time or entering after that date are eligible for project services. Eligibility lasts until the young woman is terminated from State custody. In most cases, that is when her commitment to juvenile corrections expires or ends by court order. YWTP operates as a funding and support resource available to parole officers and Hillcrest staff. Young women may receive either a one-time service from the project or on-going comprehensive services. Services are provided to eligible young women depending on their individual needs and available resources.

To become familiar with each client, project staff read case file material, attend monthly Hillcrest case reviews, and interview clients who are referred for services by their parole officers or by Hillcrest staff. The formal process for planning for young women at Hillcrest occurs at monthly case reviews attended by Hillcrest cottage staff, parole officers, the young woman, and occasionally by parents, juvenile department staff, and Hillcrest treatment staff. The Closed Custody Review Board (CCRB) reviews all plans at initial commitment, re-commitment or revocation, and at least every three months thereafter.

Comprehensive Parole Plan. During the first month of a young woman's stay at Hillcrest, the parole officer begins to develop a comprehensive parole plan, considering recommendations from Hillcrest staff, county juvenile court workers, and child welfare caseworkers. When existing resources do not meet the woman's needs, the parole officer makes a referral to the Young Women's Transition Project. The referral specifies the needs of the client and recommends services, either already established or for YWTP to locate or develop.

Transportation. Transition plans often include therapy with a community provider starting before parole, so that the therapeutic relationship can be well established. The support staff person for the project provides transportation to therapy appointments. The project encourages several pre-placement visits to the post-Hillcrest residential placement, and project staff transport the women for these visits and to the actual placement. By providing transportation, project staff insure that the young woman arrives at her placement safely and that she meets with her parole officer or other individuals in the community who will be a positive influence.

Other Direct Services. Other direct services provided by project staff include telephone calls to clients after parole and visits with clients in the community. The project support staff occasionally offer a transition group for girls nearing parole or co-facilitate groups with contracted providers to give childbirth preparation or parenting classes. Examples of the various services and goods the project purchased or contracted as part of individual transition plans are: clothing for school, work, or job interviews; bicycles; community college or trade school tuition; apartment deposits and rent; limited medical care; emergency groceries; recreational activities through YWCA memberships or schools; swimming, music, or dance lessons; individual, group, and family therapy; residential and outpatient chemical dependency treatment; independent living and life skills training and activities; specialized foster care; mentoring; intensive tracking; support groups; therapeutic drama; intensive case management; and special schooling.

Project Management Activities. Project management activities include developing a relational data base to track client intake, process, and outcome data; negotiating and developing contracts; speaking to groups interested in the project; forming part of the statewide group of professionals interested in issues affecting girls and young women; and providing a practicum placement site for undergraduate and graduate students.

Results and Impact

Performance Measures

The YWTP attempts to enhance the success of each young woman's return to the community by funding transition plans that address unique needs and by creating a transition bridge of trusting, secure relationships between the young woman and the aftercare resource. Anticipated benefits of the program include reduced pressure on the closed custody juvenile justice system, reduced crime, and an increased possibility that participants will become productive citizens. Another anticipated benefit of the project is an increase in the number of appropriate resources available for girls and general knowledge about the unique needs of girls.

Two of the resource and service information measurements of this project are the number of young women for whom a parole resource is developed and the number who are able to return to relatives or existing residential providers. Also, the services provided to young women, whether contracted or provided directly by the project, and the number of young women who receive each type of service are tracked by using project records. Outcome information measurements include the number of paroles and revocations; information on the reasons for parole revocation; and the number of young women who are successfully terminated from the juvenile system.

Implementation Problems and Successes

The main implementation problem was that the project had no specific policies defining the program's role in the overall system. Initially, the existence of the project exacerbated turf problems between the institution and parole officers. Parole caseloads are high, and one more level in planning caused difficulties for parole officers, many of whom resisted until they saw the direct benefits for their clients. Eventually, project staff were used to provide information, make suggestions, hear the woman's needs, and supplement the parole plan when necessary.

Making parole officers understand the variety of services that can be offered is another ongoing implementation challenge. The concept of individualized services is new for workers used to limited, standard choices for girls on their caseloads. Providing more services increases case planning time, telephone calls, meetings, forms, and sometimes the amount of information on the girl, requiring greater involvement in the case. The project attempts to provide as much support as possible to limit each parole officer's workload.

Providing planned, individualized services requires an intensive amount of case management, and the necessary staff levels are not available in Oregon. As the project matures, contracting personnel for case coordination would likely be more effective than expecting parole officers to do the intensive work required. Parole officers are reluctant to relinquish case control. Current project management efforts focus on defining the responsibilities of parole officers in relation to contracted case coordination services. Obtaining accurate information on clients has been difficult, possibly because the project does not have primary case responsibility. Monthly parole reports do not consistently contain all the necessary information.

Successes and Accomplishments

Parole staff, Hillcrest staff, and project participants view the project positively. Due to the program's success and the growing awareness of female issues and needs, the 1993 Oregon legislature appropriated $1.3 million to extend the availability of individualized services to girls who are at risk of entering Hillcrest.

On the basis of how much project funding was spent and how many direct services were provided, all 238 girls eligible for project participation were rated according to the level of services they received. Through March 31, 1994, 170 young women received services, an average of 52 per year. Fifty-four young women received a high level of service, 50 received a medium level, 66 received minimal services, and 68 received no services. One hundred three clients received contracted services, 104 clients received purchased services that did not require a contract, 95 clients received transportation, and 89 clients received other direct supportive services from project staff. The project developed two completely new treatment foster homes, which take difficult clients who often have been rejected by other residential treatment centers. These young women seldom run away, and there have been few revocations from these homes. Of 30 placements, there were only 8 revocations (26%). This is lower than the rate for all clients receiving project services.

Altogether, 49 placements were developed, and 87 existing family or out-of-home resources were enhanced with project funds. For the 3.25 years the project has operated, there have been 101 terminations of eligible clients. Eighty-five percent of the participants who received a high level of services were successfully terminated from the program. The successful termination rate decreased as the level of services received by participants decreased: 75% successful termination for a medium level of services received, 63% for a minimal level of services, and 55% for no services received.

The number of paroles ending in revocation for individuals who had received YWTP services was 59 out of 187 paroles or 31.5%. This compares favorably to the number of paroles ending in revocation for individuals who did not receive YWTP services, which was 46 out of 70 or 65.7%. To gain further outcome information, adult criminal records were checked for the 101 terminated clients. There were 21 young women who had adult charges, 9 total convictions, and only 7 felony convictions. The results of this adult record check did not change the outcome ratings already assigned.

Prospects for Replication

This project can be easily replicated in other States. Oregon is replicating the project by extending similar kinds of flexible services to girls who are on probation with the goal of **preventing** commitment to the institution. The State hopes to provide flexible services for boys within the next two years.

Successfully implementing YWTP requires the support of an open-mined agency administration, because the services provided by this project are not traditional. In order to provide individualized services to young women, many contracts are necessary, sometimes with short implementation periods. This significantly increases the workload of agency contract officers. It is important that they understand the clients' issues and have a positive teamwork philosophy.

Potential administrators of a similar project should collect data on current revocation and commitment rates, the kinds of placements and other services currently being offered, and what their outcomes are. Cooperation should be obtained from personnel who are responsible for writing contracts. The project's potential impact on workloads should be examined. An administrative decision to contract case coordination services should be made and explained to parole and probation officers. The intensive case coordination required to provide truly flexible services lends itself to contracting, unless parole officers have extremely small (less than 20) caseloads. Potential administrators should decide what kinds of services are needed. If more placement resources are needed, an attempt should be made to fund them from current residential treatment or foster care funds.

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Pennsylvania

School-Based Probation Program

Statement of the Problem

Lehigh County, located in east central Pennsylvania, has been experiencing the positive and negative effects of urbanization. A good number of its recent arrivals hail from the Newark, New Jersey, New York City, and Philadelphia metropolitan areas, bringing increasingly sophisticated criminality. The number of youth referred and the number of violent crimes have increased significantly. This created a need for more communication and cooperation between the Lehigh County Juvenile Probation Department and the Allentown School District regarding youth enrolled in that district under probation supervision.

The Allentown School District was also experiencing an increase in the number of dropouts, violent incidents, behavioral problems, and drug abuse among its students. Out of school suspension, relieving the school for a temporary period from the offending youth, was simply that: a temporary fix for a complex problem.

Both the Lehigh County Juvenile Probation Department (LCJPD) and the Allentown School District (ASD) lacked knowledge about each other's system. Because of confidentiality and other logistical difficulties, it was difficult to develop an integrated system of treatment and education. To address these problems, the LCJPD and the ASD developed a School-Based Probation Officer program.

Goals and Objectives

The overall goal of this program is to decrease disciplinary referrals, detention and suspension days, absenteeism, dropout rates, recidivism, and drug abuse. Further goals of this program are to strengthen the cooperation and communication between the School District and the Probation Department and to provide the schools with alternatives to deal with students who have behavioral problems or are suspended.

Objectives to meet these goals include: (1) educating school personnel about the duties, functions, and limitations of the system; (2) providing a liaison between the family, the probation department, the school district, and the police department so that the educational interests and needs of the student can be met; and (3) having the probation officers contribute to the Student Assistance Program (SAP).

Program Components

School-Based Probation Officers. The school-based probation officer is the key to this program. The probation officer acts as a student advocate and coordinator and refers targeted students to available resources in the school as well as the community. Probation officers are also active members of the Student Assistance Team. They keep the SAP team informed of court ordered drug and alcohol assessments and treatments and assist in school intervention/aftercare programs involving the students. The probation officers attend group facilitator's training and establish in-school support groups. These include self-esteem, conflict resolution, drug and alcohol insight, and coping skills groups, as well as groups for children of divorced parents. The probation officers also counsel targeted students individually to improve decision making and social coping skills and self-esteem. Issues such as career goals are also addressed.

Probation officers visit classrooms to talk to students and faculty members about the juvenile justice system and to clarify the program. Probation officers compile reports and on a quarterly basis evaluate the program with a representative of the school district and the probation department.

Supervisor of School-Based Unit. The Chief Juvenile Probation Officer appoints a supervisor of the school-based units to oversee the day-to-day operation of the program. On a monthly basis, the supervisor visits each school, speaks with key school personnel and probation officers, holds monthly caseload evaluations, and supervises the completion of paperwork, data collection, and quarterly program evaluations. Additional responsibilities of the supervisor include coordinating operations with the school district substance abuse coordinator and conducting quarterly evaluation meetings with the school-based probation officers and key district personnel, including the building administrators and the Director of Community and Student Services.

The substance abuse coordinator consults the program director and supervisor and acts as a liaison between the school district and the probation department. This person supervises the respective Student Assistance Teams. The ASD provides funds for supplementary secretarial services to the LCJPD. In addition, the ASD gives the school-based probation officers direct access to school administrators and the physical plant.

Models of Supervision. The program implements two models of supervision. The first model, a team approach, jointly manages targeted students. A probation officer located in the courthouse completes the paperwork, attends the court proceedings, and supervises and enforces the conditions of probation. This allows the school-based probation officers to devote more time to their duties in the schools. The second model, undertaken during the 1993-94 school year, is a complete case manager model in which the probation officer takes complete control of the case, including paperwork and court appearances. At present, the caseload is limited to 30.

Communication Coordination. Communication among the school district, family, police departments, and the probation department is essential if agencies are to have positive results. In order to act in the best interest of the child, family, school district, and community as a whole, the school-based probation officers inform school district personnel which students are under their supervision. The court is permitting the release of certain information as per subsection 6307 (6) of the Juvenile Act. Information is limited to the juvenile's name and is released only to the principal, assistant principal, and guidance counselor in each child's respective school. The court and the probation department release other information on a "need to know" basis.

School Disciplinary Procedures. The school-based probation officers are available to deal with targeted students who are involved in school violations. Normal school disciplinary procedures are followed before referrals are made to the probation officers. Drug and alcohol policy violations, out-of-school suspensions, and absenteeism are key areas of concern. Probation officers use additional resources to handle these problems. Resources include electronic monitoring and referrals to community service programs.

The school-based probation officer makes home contacts and visits to involve the family in the student's program and immediately contacts the home when the student is absent from school. The probation officer immediately becomes involved when targeted students are assigned an out-of-school suspension. Approximately 90% of juveniles receiving suspensions are required to work during the suspension period. The LCJPD community service recycling center often provides the work site.

School-based probation officers also coordinate re-entry conferences for students returning to school following suspension to help increase their chance of a positive reintegration. The students, parents, guidance counselors, principals or assistant principals, probation officers, and sometimes a student assistance representative are present in these conferences.

Results and Impact

Implementation Problems and Successes

Due to the schools' receptiveness of the program, problems were minimized. However, until all the faculty and staff were educated regarding the functions and limitations of the probation officers and the juvenile justice system, the program was unable to operate as designed. Faculty and staff had to understand that probation officers were not in school to function as security/hall guards.

Successes and Accomplishments

One of the most important accomplishments has been the development of excellent working relationships among education, juvenile justice, law enforcement, other social agencies, and families. The school-based probation officers are now considered a vital element in the schools' overall operation.

Since implementation, the program has serviced between 91 and 104 students a year. The program conducted an informal evaluation which obtained the following results:

- **Absenteeism** of program students was reduced by an average of 60% from the pre-program year. Each year of the program, absenteeism has improved by an average of 24% over the previous year.
- **Grades** of program students improved by an average of 14.4% from the pre-program year.
- **Placement** of program students decreased by an average of 45.7% in years two and three of the program.
- **Detentions/Suspensions** of program students decreased by an average of 15.9% from the pre-program year. Each year of the program, detentions and suspensions decreased by an average of 12.9% over the previous year.

Prospects for Replication

To replicate the School-Based Probation Program, jurisdictions must consider (1) laws regulating the confidentiality of information between agencies, (2) the potential impact of staff off-site, and (3) the receptiveness of the school districts in which implementation is being considered. Also, it is critical that the school-based probation officers be experienced in juvenile issues and able to work in a school structure with a multitude of different school and service agencies.

The Pennsylvania Commission on Crime and Delinquency has allocated $2,050,000 to replicate the Lehigh County model in other Pennsylvania jurisdictions. To date, 29 Pennsylvania counties have replicated this model.

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Puerto Rico

Minors Diversion Program

Statement of the Problem

The Puerto Rico Juvenile Justice System was challenged by the number of minors getting involved in antisocial and illegal behavior. The numbers were growing fast, especially because of the serious offenders. There was also a large number of minors entering the system for the first time charged with Class I offenses and first offenders of Class II offenses. The Juvenile Justice System was aware of the relation between drug abuse and juvenile delinquency.

The communities demanded more action. The Civil Rights Movements in the Mainland and the test cases, *Kent v.s. US* and *In Re Gault*, impacted legislation concerning minors in Puerto Rico. Even though it was not until 1986 that a new law for minors was enacted (Law 88, which was implemented in January 1987). In this new law, diversion was statutorily introduced to attend to the preventive and rehabilitative aspects of criminal justice. However, the community was not very enthusiastic since there were few diversion programs sponsored by the Law Enforcement Assistance Administration, and these programs were not very successful.

The Juvenile Administration facilities were and still are crowded. They lacked personnel, rehabilitation services, and other necessities. The social and economic costs were extremely high for the government. The effectiveness of the agencies' services to the minors was hampered by low morale, lack of responsibility, lack of funding, and lack of community support and awareness of the true situation. The Puerto Rico Justice Department decided to establish a well structured and organized Diversion Program.

The Diversion Program was implemented in Puerto Rico to comply with Law 88, creating the Special Prosecutors for Minors and other support personnel. This Law guarantees minors of both sexes, 17 years of age and under, who have been charged for committing a Class I offense or first offenders of Class II offenses, that they can be granted a diversion into a public or private rehabilitation program in the community through a formal contract. Through this program, certain minors can be prevented from getting into the formal prosecution system, and those who have already entered do not become recidivists.

Goals and Objectives

The first goal of the Diversion Program is to divert minors from the formal adjudication process in the courts and to provide follow-up to minors, including those who remain active upon conclusion of the fiscal year, to prevent and control juvenile delinquency in Puerto Rico.

The objectives to reach this goal are:

- to establish the program islandwide in each of the thirteen (13) Judicial Districts;
- to disseminate information about the program to all law enforcement agencies and other related agencies to explain how diversion can be used to prevent juvenile delinquency;
- to divert minors from the judicial process into public and private rehabilitation programs; and
- to establish an evaluation system to measure individuals being referred, evaluated, recommended, placed, and released due to compliance or non-compliance with the program.

The second goal is to help minors fulfill their diversion contracts' conditions and to develop social and emotional skills to prevent recidivism. The objectives designed for reaching this goal are:

- to follow-up diverted minors;
- to design a program to help parents or legal guardians get acquainted with their responsibilities and roles with regard to child and adolescent care;
- to enroll diverted minors and their parents or legal guardians in a fourteen hour comprehensive workshop discussing the areas of problem resolution, becoming a functioning family, experiencing being a victim, family roles clarification, and other topics;
- to promote stay out and say no to drugs; and
- to furnish progress reports and attend review hearings in court.

Program Components

As an integral part of the program, the community's activities are carried out. The Minors Diversion Program is emphasized in these as a real alternative for the prevention and control of juvenile delinquency.

Services

The Diversion Program provides multiple services for minors of both sexes, 17 years of age and under who are charged for committing Class I offenses or are first time offenders of Class II offenses and are granted diversion into a public or private rehabilitation program in the community. After probable cause is determined by a judge, the minor's lawyer, parent, or the juvenile prosecutor requests that the minor be considered for diversion. The juvenile prosecutor then makes a referral to the program.

The candidate is evaluated by the social worker in coordination with a special investigator once he is referred to the program. They gather information from court records and other human service professionals that have provided him services. An appointment for an interview with the minor and his parents or legal guardian is required. The evaluation process also includes a community visit to discover the minor's relations with school personnel, community members, neighbors, peers, and others. At the same time, the social worker looks for community resources that are available as possible service providers. All the information about the minor is gathered into a social evaluation report and delivered to the juvenile prosecutor with the social worker's recommendation. If it is favorable and the juvenile prosecutor agrees, the social worker schedules an appointment with the minor and his/her parent or legal guardian, the defense attorney, the receptor agency representative, and the juvenile prosecutor to discuss the case and the diversion contract. If the conditions are accepted, the diversion contract is signed and submitted by a motion to the judge. The contract is very specific about the minor's and parents' or guardian's responsibilities as well as the agency who will provide the rehabilitation services.

During the hearing, the judge approves or disapproves diversion for the minor. If he approves, he imposes the diversion terms and sets the date for the next hearing review. Then the social worker prepares and submits an official referral to the receptor agency that includes a copy of the contract, a general rehabilitation plan, and some demographic data. Once the minor is placed, the social worker or the agent follow-up his conduct twice a month to assure that he/she is doing fine. If not, new planning is necessary to clear up any problems or to modify the contract terms. The receptor agency submits progress reports quarterly or upon request. They agency representative also attends the review hearing and gives recommendations to keep the minor diverted or to end the contract. In the meantime, lab tests take place on a regular basis to determine if any illegal substances have been used. If the test is positive for drug use, a case discussion takes place with the same group that participated in setting up the diversion contract, and the rehabilitation plan is modified. If the youth continues to use drugs, it is recommended to the juvenile prosecutor that diversion ceases and he submits a motion to the court requesting this and asking for an adjudicative hearing. The minor returns to the formal adjudicative process. If he/she finishes the diversion contract conditions, all charges are dismissed. If the youth's parents or guardian fail to support the child in the program (i.e., fail to take them to scheduled appointments), they can be brought up on neglect or abuse charges. The diversion program can be extended if necessary to help the child.

The Program also provides an intensive and comprehensive fourteen-hour seminar divided into six or seven workshops which the minors and their parents or legal guardian attend. A curriculum as well as a Rules and Procedures Manual were designed and reviewed to implement the seminars. At the completion of the workshops, a graduation ceremony takes place where special guests are invited such as: distinguished athletes, singers, musicians, government officials, and the Attorney General.

A follow-up program was designed to operate twice a month focusing on diverted minors remaining active at the end of the fiscal year. The most recent component is the Summer Camp for the diverted minors, their parents or legal guardians, and siblings.

Staff

The Minors and Family Affairs Office Director is responsible for the overall functioning of the program. The juvenile prosecutors in charge are responsible for the overall functioning of the program at their offices (13 District Offices). The Program Director - Social Worker Specialist coordinates the programmatic and administrative activities of the Program, providing technical assistance to the staff and specialized training, evaluation, and monitoring of the program. The program team is composed of key personnel including the juvenile prosecutors, social workers, special agents, and secretaries at each district office. The Program Director trains the program personnel. Sometimes the budget allows for training on the mainland.

Results and Impact

Performance Measures

The performance of the Diversion Program is measured in several ways. First, it is measured by the monthly statistic report which shows the number of minors referred, evaluated, recommended, placed, and released due to compliance or non-compliance with conditions. The Program Director gathers all of the statistical reports and tallies them and conducts administrative and programmatic monitoring, which identifies problems and needs. In addition, a lengthy study was carried out in order to determine the effectiveness of the program. Another way the program is measured is through auditing and monitoring by Federal Funds Division personnel.

Implementation Problems and Successes

The Diversion Program experienced some difficulties in the implementation process. As stated before, in Puerto Rico there were approximately 18 diversion programs which failed to accomplish their goals due to lack of structure, little or no follow up, and funding problems. The community was demanding more action, and the law enforcement agencies related to Juvenile Justice were suffering from lack of enthusiasm with regard to diversion. Program administrators had to solicit everyone for support and convince them to give the Diversion Program an opportunity to work. Funding was received from a federal grant.

Successes and Accomplishments

The Diversion Program has been very successful and has gained a place among the services rendered by the Puerto Rico Justice Department. The table shows the program's performance from fiscal year 1989-90 through fiscal year 1993-94.

TABLE I
DISTRIBUTION OF MINORS DIVERTED INTO THE PROGRAM
- BOTH SUCCESSFUL AND NOT SUCCESSFUL -
FISCAL YEARS 1989-90 TO 1993-94

Year	Balance from Previous Year	Youth Diverted to the Program	Youth Placed into Agencies	Youth Finishing the Program (Successful or Not)	Youth Completing the Contract	Youth Not Completing the Contracts
1989-90	0	159	159	56	56	0
1990-91	75	446	521	204	156	48
1991-92	306	460	766	425	347	78
1992-93	337	389	726	414	357	57
1993-94	315	423	738	381	315	66
Grand Total	1,033	1,877	2,910	1,780	1,231	249

The evaluation report submitted by the Division of Federal Funds stated that "during this period of operation, the program has attained 100% performance rate as to the goals and objectives established." The Diversion Program has gained great support from the Attorney General's Office, lawyers, judges, community groups, especially private organizations such as religious groups. The program's greatest achievement was to be recognized by the State government as a very important and needed program adopting it as a permanent State program after Federal funding ended in 1994.

The program has also reported the following accomplishments:

- in Fiscal year 1989-90, it was established in 8 out of 12 district offices, it has expanded to all 12 offices;
- other government agencies have been opening service programs for diverted minors such as the Voluntary Corps of Puerto Rico;
- the program has been recognized by the private and government sector as having

specialized professionals in the area of juvenile delinquency prevention, treatment, and control;

- the awareness program has had an overwhelming impact among the community members as evidenced by their positive responses to surveys and the high referral rate of the program from parents who have been involved to other parents;
- to enhance its communication, the program produces printed brochures, radio and television appearances, conferences conducted by professionals, town meetings, and workshops;
- the program provides a fourteen (14) hour workshop for juvenile divertees and their parents or legal guardians;
- the substance abuse tests for juveniles attending the program are conducted by the Forensic Sciences Lab Institute;
- staffing has grown from 18 to 32 employees;
- in 1994 a Summer Camp Program Pilot Project which includes parental participation was established which will be expanded island wide for 1995; and
- the program's clients are 97% drug free.

Prospects for Replication

To replicate the program, a Minors Law which includes a diversion mechanism is needed. Community support and cooperation from the Juvenile Justice System and Law Enforcement Agencies are also needed. Judges involved with the program must be told to be tough with the receptor agencies to make sure that the youth in the program are receiving adequate services.

Since the program depends upon the availability of services in private and government agencies, institutions, or programs, an intensive interagency relationship is needed. The program has strong potential for replication because it meets common needs, especially for big cities with large hispanic populations.

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South Carolina

Fairfield County Sheriff's Success Academy

Statement of the Problem

Fairfield County is a poor, rural Southern county (population 22,300) situated off the interstate corridor of I-77 between Columbia, SC and Charlotte, NC. With less than 50 local and county law enforcement agents to cover the 696 square miles of this vast county, Fairfield is in a vulnerable position for drug-related crimes, domestic violence, and homicides. With high unemployment and few positive alternative activities for youth, violent youth offenders are emerging at a dramatic rate.

Nearly 58% of those living in Fairfield County are African-Americans. Like many rural areas, this county has no community centers or other sites that serve as a community focal point. Families living below the poverty level and headed by females total 47% of the population, and the unemployment rate, the third highest in South Carolina, has fallen to a dismal 9.5%.

According to the Sheriff's Office, an increased number of drug dealers and other criminal elements have been sliding over to Fairfield County in the past several years and preying on the youth of the county. Since 33% of the total population of the county is under 18 and law enforcement agents are stretched to cover the entire county, the need for pro-active delinquency prevention programs has become a top priority.

Serving the 11th largest school district in South Carolina with an enrollment of 4,250 students, of whom 80% are African-American, the Sheriff's Office experiences first-hand the results of delinquency, adolescent gangs, and youth violence. Also, this district has the 11th highest dropout rate in South Carolina for grades 9 - 12.

Realizing that middle school is such a pivotal time for youth and that research shows that many students drop out of school during the summer between 8th and 9th grades, the Sheriff's Office remains committed to targeting 8th graders, especially those from environments where violence or incarceration has been "the norm" or those with indications of other high risk factors. As demonstrated by the Sheriff's Success Academy (SSA), the Sheriff's Office is committed to pro-active, collaborative delinquency prevention programs as a deterrent to youth violence and crime.

Goals and Objectives

The primary goal of the Sheriff's Success Academy is two-fold: (1) to provide a unique, experiential environment where adolescents can learn and practice skills and attitudes that will help to prevent violent and delinquent behavior and where they can safely participate in positive risk-taking activities; and (2) to provide opportunities for positive interaction with law enforcement officers and other adult role models who care about their futures.

The following objectives were established to meet the overall goal:

- to engage students in a process where they will have increased involvement, interaction, and ownership in the sessions while learning to trust and respect each other; thereby, helping them to grow into more responsible, contributing individuals;
- to engage parents/significant others in a process that strengthens the family unit and emphasizes social capital and giving back to the community;
- to expose students to the real world of law enforcement by working closely with individual officers as mentors and role models;
- to utilize the ideas, resources, and volunteers from the total community through collaboration and mutual respect;
- to expose students to a wide array of career options available to them, so they have a greater sense of hope and motivation and can make good choices about their futures; and
- to promote public awareness of the SSA and the old African proverb, "It takes a whole village to raise a child."

Program Components

Currently, the Sheriff's Success Academy is in its second year, although the new SSA class has only been meeting since December 1994. All of the major components are up and running, but the program is constantly being readjusted and improved.

YOUTH. The criteria for being accepted into the SSA are that the student is not in trouble with the law; shows symptoms of behavior problems in school; has attendance problems at school; has been held back a grade for one or more years; and has no support at home. Selections for the program are made through the help of teachers and guidance counselors. Twenty-five eighth grade students from three schools (one private and two public) voluntarily commit to participate in the SSA. These youth represent a diverse group and have quickly begun to bond. Their willingness to stretch and take positive risks is rapidly increasing. In addition, ten of last year's SSA graduates have been selected and trained as Team Leaders and are involved as positive role models and mentors, while continuing to develop their own skills and attitudes.

In addition to building a safe, caring community, the SSA incorporates periodic student incentives (i.e., t-shirts, rewards, and a formal graduation ceremony) that enhance pride, build a sense of "family," and acknowledge to the community that SSA members are junior ambassadors to the Sheriff's Office. Transportation is provided, regardless of where in the county a student resides, and all expenses are covered for any SSA participant. The goal is to maintain a consistent core of twenty-five eighth graders and ten Team Leaders.

PROGRAMS/SESSIONS. The SSA sessions (comprised of 12 to 15 exciting, meaningful Saturday, weekend, and after-school events) provide opportunities for the SSA students to be exposed to experiences that motivate and broaden their horizons and enhance their self-concepts. These sessions focus on: Trust, Respect, Communications, Team-Building, Conflict Resolution, Cultural Sensitivity, Law-Related Education, Career Awareness, and The Arts.

As students proceed through the program, they begin to integrate these new skills, behaviors, and attitudes that act as buffers against the risk factors and negative influences in their lives. Because the students volunteer to participate in the SSA, it is imperative that the programs are stimulating, meaningful, and fun. Their developmental growth is the centerpiece of this delinquency prevention program. The goal is to design relevant sessions that attract students.

PARENTS. The SSA established an active Parent Support Network that meets on a regular basis and offers guidance and mutual nurturing to the parents and significant others of the SSA members. A Parent Speak-Out is held for the new parents. Here they identify youth issues of concern to them and go through an interactive process where they determine appropriate solutions to these problems and how they can work together to resolve them.

Also, each year at least one Parent/Youth/Community Project is required that involves family members working together with volunteers to give back to the community. Last year the parents and SSA members worked diligently with the deputies and other community groups to set up and sponsor the annual Sheriff's Family Day. This is an event that draws at least 1,500 families from across the county to become acquainted with law enforcement officers and other emergency services and the diverse applications they offer to the citizens.

Parents have offered their services to transport students and/or parents when necessary and to serve as "wait staff" at the formal dinners and other events. A group of parents from the first SSA class is continuing to chaperon at sessions and to encourage some of the new parents, as well. The goal is to engage 75% of the parents in SSA activities and 95% in graduation.

LAW ENFORCEMENT. The SSA recruits and trains deputies and other law enforcement officers as mentors and chaperons. Having these individuals play an active role is a strong deterrent to youth violence and crime. Some of the officers prefer to be assigned to an SSA student as a mentor who meets with the youth on a regular basis. However, most officers find it much more appealing and convenient to attend SSA sessions. The students thoroughly enjoy having the Sheriff and officers participate in the activities. Whomever attends a session becomes part of the extended family, which includes solving problems, making group decisions, sharing, and supporting each other. The goal is to actively involve 25 officers.

Another aspect of the SSA involves tours and discussions with officers, personnel, and inmates at the county detention center, the state Department of Juvenile Justice, and other law enforcement agencies. Such visits create a "reality check" into the criminal justice system as a legal process and as an environment for a multitude of careers.

COMMUNITY COLLABORATION. The program is built upon an active Citizens Advisory Committee which meets on a monthly basis. This group of twenty-five represents a cross-section of the community. They provide input and resources for the SSA. With the help of these individuals, physical facilities for the monthly sessions are reserved, and after-school tours of their plants are scheduled. Many of the CAC members also serve as chaperons for events.

A Mentoring Sub-Committee oversees the process of assigning caring, positive adult role models to SSA students as a complementary support system to the home environment. Realizing that effective mentoring can utilize a variety of procedures, the volunteers on the sub-committee offer interested officers and adults two options: to be matched with a specific SSA member with whom they will meet on a regular basis and form a close friendship; or to attend a series of four or more sessions and interact positively with all of the SSA members. In either situation, the students are afforded the opportunity to get to know officers and other adults as positive influences in their lives.

Fliers have been mailed county-wide to 122 churches of all races and creeds seeking 35 interested individuals as new mentors. Follow-up phone calls will be made. Several clergy have offered their facilities and services to the program.

In addition, some of the local businesses and industries (i.e., Mack Trucks, Inc. and Hon Corporation) have centered employee projects around the SSA, including mentoring and sponsoring trips to the Columbia Bombers baseball games. Some employees have even collected money to donate items (such as office chairs and a typewriter). The goal is to actively engage more than 100 community volunteers with the SSA.

CAREER AWARENESS. Since the majority of the students have limited access to travel outside of the county, it is necessary to take advantage of every opportunity afforded the SSA to help the youth gain a realistic picture of potential jobs available locally and statewide. Planning sessions at different facilities around the county and touring various types of work sites opens the youth to a world of possibilities.

This summer the SSA will be utilizing the local business community in a Shadowing Program to expand SSA students' career awareness. The Fairfield County Rotary Club has agreed to participate in this effective approach to exposing students to careers in which they have interests or talents. Members of the Fairfield Chamber of Commerce, individual business owners, and county agencies will also be invited to host a student for a Shadowing experience. The goal is to schedule a minimum of 35 visits for interested students.

MEDIA AND PUBLIC AWARENESS. The SSA ensures that local and State media provides meaningful and accurate coverage of the program and the commitment by the Sheriff's Office and the community. Whenever possible the SSA publicly recognizes SSA student and volunteer accomplishments. The goal is to schedule media coverage or public presentations once a month.

Results and Impact

Performance Measures

One measure of the program's success is that 50% of the students would receive an improvement award or academic award at school by the end of the academic year.

Implementation Problems and Successes

The most difficult part of establishing the Sheriff's Success Academy was that the first year there was only one staff person who was responsible for ensuring every aspect was fully implemented. Having adequate personnel is germane to the project's ability to positively impact every participant since prevention of delinquency covers a multitude of factors in each youth's life. Now that the program has an additional part-time staff member, it has made a huge difference in the ability to have regular contacts with students and parents and to maintain improved records and data.

Historically, in Fairfield County there has been a lack of parent involvement in any program. Motivating SSA parents was no easy task, but nurturing and strengthening the small group of devoted parents became a priority of the project. These determined individuals remain a focal point for parents.

Another problem is that there are few officers in the county spread over a large geographic area. It is difficult to depend on their attendance at functions. It is also hard to evaluate the officers' performance with regard to the program because their attendance is so erratic.

Successes and Accomplishments

The successful aspect of implementation revolves around one of the SSA's slogans: "Whatever it takes!" The most accurate way to explain the SSA reputation and accomplishments to date would be to imagine a Mack Truck barreling down the highway...many are willing to come aboard but no one wants to get in its way.

On September 27, 1994, twenty 9th grade students graduated from the first Sheriff's Success Academy. Ten of those youth have been through additional leadership training and are now serving as SSA Team Leaders for the second SSA class, which meets from December 1994 to September 1995. This year's group currently has signed up 35 students, and a core of 25 is anticipated to attend consistently.

During the course of the program, students have actively participated in the following sessions:

Orientation; Law-Related Education; Conflict Resolution; Tours including Department of Juvenile Justice, Fairfield County Detention Center, Mack Trucks, WIS-TV, WWDM Radio; Columbia Bombers Triple A Baseball Game; Formal Dinners; Ropes Course (outdoor adventure); Overnight Weekend Experiences; Simulated Disaster Drill for Fairfield County; Original Adventure Days created for the SSA, i.e. Survival Day, Mystery of the Snoop Doggy Dog QT, Space Odyssey, and Luncheon with Kimberly Aiken of Columbia, SC, Miss America 1994; The Arts, writing and directing a play with our own set design; and The Sheriff's Family Day.

Not only have improvements occurred in attitudes, behaviors, willingness to take positive risks, and increased responsibilities, but also there have been marked changes in physical demeanor, vocabulary, respect, and a great amount of healthy laughter and smiles. The best measures of success are the beaming faces and genuine hugs from caring participants diverse in race, gender, age, size, and backgrounds. A survey of the participating students at the end of the academic year showed that the kids had connected with better friends, had better grades, and felt better about their community.

At the first graduation, six students had volunteered to prepare testimonials and present them to an audience of nearly 100 people, including families, friends, and dignitaries. Another eight students presented an original play for which the entire class created the scenery and wrote the music, song, and script.

Six parents from last year are actively mentoring and volunteering to assist wherever they are needed. This year's class has a core of parents who are just beginning to reach out to others and renew the process of a parent network.

Besides having several articles published in the local and State newspapers, an outstanding segment was recently aired by the local CBS affiliate, and both the NBC and ABC affiliates are scheduled to cover the "lock-in" weekend at Sesquicentennial State Park in March. A comprehensive article on the SSA has appeared in the South Carolina Sheriff's Magazine, the Lake Wateree Home Owners Association (WHOA) newsletter, and the State Association of Crime Prevention Officers (SACPO) newsletter. The National Sheriff's Association has also requested an article for publication in their next quarterly magazine that reaches thousands of sheriffs and other leaders in law enforcement.

Prospects for Replication

Initially, when the SSA was created, it was developed with the idea that it should be easily transported to any community in the country. If it can be successful in a poor rural county with few resources and a volunteer base already overloaded with other community projects, then the SSA can be successfully replicated anywhere. The major ingredient is identifying a director or chairperson with creativity, energy, and vision to bring the collaborative process together. When focusing on the Old African Proverb, " It takes a whole village to raise a child," support and resources can be developed throughout all segments of the community.

Since the SSA is not a school-based program, any law enforcement agency or other determined entity could coordinate such an academy. The structure and guidelines are in place. However, since this program has no limits on creativity and scope, the possibilities are vast and exciting.

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South Dakota

Juvenile Transitional Care Project

Statement of the Problem

At least 80% of the juveniles in State correctional institutions, detention centers, and residential facilities come from families in which alcohol and/or drug abuse creates a dysfunctional living situation. More than 50% of the youth who grow up in a chemically dependent family situation (1) become chemically dependent, (2) marry a chemically dependent person, or (3) undertake destructive behavior, such as attempting or committing suicide. Many of the juveniles who enter drug treatment programs have an array of drug and alcohol, delinquency, and mental health problems; have committed sex offenses or crimes against persons and property; have experienced sexual, emotional, or physical abuse; and have learning disabilities. It is imperative, therefore, that juveniles who leave a treatment setting have access to a transitional program that (1) provides effective relapse prevention and support services that promote a chemically free lifestyle and (2) reintegrates the juveniles into their schools, families, or workplaces or integrates them into new, independent-living situations.

Goals and Objectives

The Juvenile Transitional Care Project is the first program in South Dakota that emphasizes juvenile transitional care and is the result of planning efforts by the Office of Attorney General, the Office of the Governor, the South Dakota Department of Human Services' Division of Alcohol and Drug Abuse, treatment providers, and juvenile treatment facilities. The project provides transitional-care services in three facilities and helps juveniles (1) to address problematic areas that were not resolved in the treatment setting; (2) to reenter their family, school, or work environments while maintaining a lifestyle of abstinence; (3) to develop independent-living skills; and (4) to utilize support services that prevent relapse or the return to negative behaviors.

The first goal of the project is to identify those individuals who have a chemical dependency and are in need of treatment services, follow-up counseling services, or guidance and support services. The objectives designed to meet that goal include the following:

- Provide a detailed substance abuse assessment of the adolescent clients who are referred for services and identify those who have a chemical dependency
- Conduct pretest measures on the juveniles in the program.

The second goal is to provide transitional care, including outpatient juvenile chemical dependency treatment services, to juveniles in a formal, structured setting. The objectives designed to meet that goal include the following:

- Provide transitional-care residential services for adolescent clients (1) who are chemically dependent and (2) who are at high risk for committing crimes or who have committed crimes

- Utilize the proper facility, equipment, staff, and services to meet the multiple needs of chemically dependent youth and to ensure their proper transition

- Increase the availability and accessibility of prevention, treatment, and rehabilitation services for juveniles

- Provide alternatives to detention, jail, and prison for juveniles who pose no danger to their communities

- Ensure that at least 75% of the juveniles are participating in an individual or group counseling program or a supervised independent-living program while enrolled in the project.

The third goal is to provide a program that identifies and meets the posttreatment needs of juvenile drug- and alcohol-dependent offenders. The objectives designed to meet that goal include the following:

- Assist the juvenile participants in resolving emotional and psychological factors related to chemical dependency that can lead to inappropriate or disruptive behaviors within the facility

- Provide structured support services to prevent relapse during recovery because of stressors in the family, social, or work environments

- Provide the opportunity for juveniles to participate in school studies, either on-site or through arrangements with a local school

- Ensure that at least 75% of the juveniles are participating in school- or work-related activities while enrolled in the program.

The fourth goal is to identify the juveniles with a severe inhalant dependency and then refer them to the Adolescent Inpatient Inhalant Abuse Program, which has been implemented through a Federal grant by Our Home, Inc. The objectives designed to meet that goal include the following:

- Develop a procedure, in conjunction with the staff of Our Home, for referring those juveniles who need treatment for a severe inhalant dependency.

The fifth goal is to provide an alcohol and drug prevention education program that includes an AIDS educational component. The objectives designed to meet that goal include the following:

- Provide substance abuse prevention programming, such as support services and educational classes, to the juveniles in the program

- Provide opportunities for participation in Children of Alcoholics groups, substance abuse dependency groups, support groups, and other prevention education settings

- Facilitate the juveniles' application of the 12-Step Recovery Program during treatment.

The sixth goal is to provide an effective referral and follow-up network among the agencies involved in the program. The objectives designed to meet that goal include the following:

- Refer juveniles to the appropriate community-based support services agencies at the time of their release and establish positive linkages for aftercare follow-up with those agencies

- Follow up, for at least 1 year, on the clients who complete the in-house structured therapy program and are discharged for aftercare

- Conduct post-test measures on the juveniles in the program.

The seventh goal is to evaluate, document, and follow up on the project's activities. The objectives designed to meet that goal include the following:

- Develop a client-tracking system that monitors clients after their release from the program

- Gather, analyze, and report the data needed for reports, such as statistical reports and clients' progress reports for institutional and community-based services

- Utilize the 3-month and 12-month evaluation and progress surveys to make decisions regarding future programming and to assess how effectively the program has achieved its goals and objectives

- Provide 3-month and 1-year follow-up on clients who have completed the program, thereby monitoring, for example, the frequency of their drug or alcohol use, their attendance at chemical dependency aftercare programs, the results of their drug or alcohol testing/screening, and the number of times they were arrested

- Furnish the evaluation forms and performance reports required by the Bureau of Justice Assistance and the State Program Office of the South Dakota Attorney General's Task Force on Drugs.

Program Components

The Juvenile Transitional Care Project provides a structured, transitional living environment as a specialized extended-care service for chemically dependent youth with multiple problems and is based on a balance of restrictions, freedoms, and responsibilities. To promote abstinence from alcohol and other drugs while the youth develop a responsible lifestyle during their recovery, the project uses a combination of professional guidance, counseling, and therapy; school activities; peer support; family interaction; and work experiences. The following components were critical to the planning, development, and implementation of the project.

Support from the criminal justice system. The project must communicate and cooperate with the criminal justice system and must meet regularly with representatives from the county State's attorney's office and other juvenile prosecuting entities, the courts, probation and corrections agencies, and the local sheriff's office and police departments. Agreements between the treatment entities and the justice system must specify juvenile screening responsibilities, court appearance requirements, referral arrangements, reporting requirements, termination criteria, and protocols.

Support from the treatment community. The project must develop an interactive relationship between the project staff and other treatment entities (1) to ensure the availability of alternative treatment programs, (2) to make effective client referrals, and (3) to conduct tracking and monitoring activities. The project must also meet with the State and local authorities that license and accredit substance abuse treatment programs. Written agreements between the project staff and the cooperating treatment agencies should define (1) the eligibility criteria for placement in the treatment program, (2) referral procedures, (3) the services provided during treatment, (4) the criteria for treatment success or failure, and (5) the reporting requirements.

Community partnership. By coordinating the efforts of law enforcement agencies, the courts, treatment personnel, parents, and community organizations, the project will (1) generate support in the community, (2) establish linkages between the participating agencies and the public, and (3) increase public awareness about the crime and drug abuse problem.

Responsible organization. The organization providing transitional-care services must have a history of conducting quality programs, a reputation of integrity in its undertakings, and the organizational capability to carry out the goals and objectives of the project.

Project director. The project director must have the professional training and skills to direct a program that provides multiple transitional-care services in a formal, structured setting and targets the needs and problems of high-risk youth.

Qualified staff. Staff members must provide the services that meet the multiple needs of chemically dependent youth and must understand each individual's needs and problems, which include substance abuse; mental health disorders; delinquency; and sexual, emotional, or physical abuse. Staff members must also prepare individuals for reentry into their previous communities or entry into new, independent-living environments.

Structured programming. The juveniles in transitional-care programs require highly structured programming that promotes a substance-free lifestyle and combines group therapy, one-on-one therapy, prevention education services, independent-living programs, and support groups.

Effective follow-up/aftercare procedures. The program must use procedures that give each individual the opportunity to remain drug free after release from the program. Because reentry into an environment often introduces peer pressure and financial stress, effective follow-up/aftercare will help (1) to monitor the clients to ensure a lifestyle free from substance abuse and (2) to provide support services to promote their recovery.

Evaluation and monitoring. The evaluation will determine how well the program has been implemented and has achieved its goals and objectives. The results will be used to modify the methodology and programming as necessary. In addition, the State Program Office will conduct fiscal and programmatic monitoring, which allows it to identify problems, focus the technical assistance more effectively, and respond to changing circumstances.

Results and Impact

Performance Measures

The State Program Office will conduct the evaluation of each project according to the guidelines established by the National Institute of Justice, in conjunction with the Bureau of Justice Assistance, and by the South Dakota Attorney General's Task Force on Drugs. The following instruments will be utilized to meet the evaluation and data-reporting requirements:

- Program Assessment To Be Completed on All Persons Participating in Treatment Programs by Counselors Most Familiar With the Clients' Program and Progress (completed at the end of the treatment program)

- Treatment Program and Demographic Information To Be Completed on All Persons Participating in Substance Abuse Treatment Programs (completed at the end of the treatment program)

- Basic Follow-up Form for Substance Abuse Treatment Programs Receiving Assistance From the Bureau of Justice Assistance or the South Dakota Attorney General's Task Force on Drugs (for non-State corrections institutions) (completed by assigned program personnel at 3-month and 1-year intervals or at the end of probation, if less than 1 year, following discharge from the treatment program)

In addition, the project director will submit the Quarterly Project Performance Report, which includes a summary of the program's activities and accomplishments and a description of how they have achieved its goals and objectives.

Successes and Accomplishments

The three Juvenile Transitional Care Projects began in April 1990, and referrals came from the South Dakota Court Services, the South Dakota Department of Social Services, the South Dakota Department of Human Services' Division of Alcohol and Drug Abuse, the South Dakota State Training School, and numerous juvenile programs and agencies.

Threshold Youth Services in Sioux Falls. From October 1991 to September 1992, Threshold Youth Services provided services to 40 juveniles, totaling 3,756 nights of care. The juveniles were 13–17 years old, and the average length of their stay was 94 days. Eighty-one percent of the enrollees completed all aspects of the program. Nineteen percent did not complete because of referral to another treatment program, relapse, and/or transfer to another type of program. Only 2% of the juveniles returned to treatment or incarceration because of relapse or a recurrence of problems with the law.

Our Home in Parkston. From October 1991 to September 1992, Our Home provided services to 75 juveniles. Approximately 48% of the juveniles completed the program; 24% did not. Four clients were transferred to another type of program, three were removed by order of their referral agents, three were discharged because of behavioral problems, and one placement was terminated by Tribal Court officials. Slightly more than one-fourth of the clients remain enrolled. Two of the twenty-two clients who completed the program were readmitted to a treatment program within 1 year following release from the transitional-care project.

Black Hills Special Services Cooperative in Sturgis. From October 1991 to September 1992, the Black Hills Special Services Cooperative provided services to 30 clients, of whom 27% completed the program; the others are still participating. During that time period, only one client was readmitted to the program. The average length of stay was 99 days. Juveniles completing the program claim that it is a safe, drug-free environment in which they can improve their quality of life.

Prospects for Replication

To replicate the program, the jurisdiction must have a suitable facility, an adequate professional staff, community support, and cooperation from the criminal justice system.

The program has strong potential for replication because it meets common needs, is easy to implement, and addresses a problem that should garner continuing support. The three entities involved in the present projects are willing (1) to share their experiences during the planning, development, and implementation of their programs, (2) to make the written materials available, and (3) to provide technical assistance.

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South Dakota

Law-Related Education Program for Adjudicated Youth

Statement of the Problem

Meade County is located in western South Dakota and covers 3,200 square miles of rural land area. There are 6.8 people per square mile in the county, and the largest city has 5,330 residents. School district 46-1, which has the same boundaries as Meade County, is one of the highest risk areas in South Dakota for youth, as indicated by the following statistics:

- There is a 15.5% delinquency rate and a 28% dropout rate.
- More than 100 juveniles in the schools are on 90-day or longer probation or in diversionary programs.
- More than 38% of the students and 18.5% of the families live below the poverty level.
- 57.8% of the elementary students are educationally disadvantaged.
- The school district has the highest divorce rate in the United States and the third-highest child abuse rate in South Dakota.
- 10% of births are to teenage mothers.
- 79% of arrests are for violations of controlled substances.
- More than 97% of the high school seniors reported chemical substance abuse, and 40% of them fall into the moderate- to high-risk user category.

School district 46-1 recognized its inability to deal with the troubled, high-risk youth who were becoming mainstays in the local court system and spending many of their middle and high school years on supervised probation. Because there were no programs in the school system that effectively addressed the problems confronting the adjudicated and diversionary youth, they were becoming stagnant and not receiving an adequate education. As a result, South Dakota began to participate in the Law-Related Education (LRE) Program for Adjudicated Youth, which was developed by the American Bar Association and juvenile justice professionals.

Goals and Objectives

The first goal of the Law-Related Education Program is to reduce the recidivism rate among adjudicated and diversionary youth in school district 46-1. The objectives designed to meet that goal include the following:

- Provide the youth with street-law knowledge as well as information on the prevention of chemical substance abuse
- Promote abstinence from alcohol and other drugs throughout the schools and the communities
- Ensure that the LRE participants are involved in individual and group activities that focus on problem solving.

The second goal is to empower the youth to leave the court system and obtain gainful, legal employment. The objectives designed to meet that goal include the following:

- Ensure that the LRE teachers are trained to develop a curriculum that addresses how the law affects the youth and how their actions impact their adulthood
- Develop a plan for a cohesive, research-based program by conducting meetings with circuit court judges, juvenile court authorities, personnel from the county sheriff's office and local police departments, faculty from the University of South Dakota School of Law, chemical dependency counselors, and other interested parties
- Identify the juveniles who require the services of the program and enroll them in an 8-week LRE class as a requirement of their probation
- Award high school credits to the participants who successfully complete the program.

The third goal is to encourage community responsibility for the problems of adjudicated and diversionary youth. The objectives designed to meet that goal include the following:

- Increase public awareness about high-risk youth via community meetings, the media, and other informative means
- Develop an interactive relationship among the school district, local law enforcement agencies, the Office of Attorney General, and the South Dakota Court Services

- Utilize community resources—such as lawyers and Court Services and health services personnel—as supplementary presenters in the LRE classes.

The fourth goal is to expand the role of the parents of adjudicated and diversionary youth. The objectives designed to meet that goal include the following:

- Provide specialized training in the LRE Program for parents who are distressed because their children are involved in the court system.

The fifth goal is to develop a pilot project for South Dakota that is geared toward replication in other school districts. The objectives designed to meet that goal include the following:

- Make the law-related materials (such as curriculum units and statistical validation) available for integration throughout school district 46-1 as well as in the social studies and drug prevention curriculum (K–12) throughout the State.

The sixth goal is to document, evaluate, and follow up on the program's activities and to disseminate the research data. The objectives designed to meet that goal include the following:

- Gather, analyze, and report program data, such as the clients' progress and their recidivism and completion rates
- Provide 3-month and 1-year follow-up information on the clients who successfully complete the program
- Furnish the evaluation forms and performance reports required by the Bureau of Justice Assistance and the State Program Office of the South Dakota Attorney General's Task Force on Drugs.

Program Components

The following components are critical to developing and implementing a Law-Related Education Program for Adjudicated Youth, which focuses on (1) programming for low-ability readers, (2) hands-on materials designed to involve high-risk youth, and (3) the integration of adjudicated and diversionary youth into their communities.

Project director. The project director coordinates the activities of the participating agencies and ensures that the project targets the needs and problems of high-risk youth.

Project team. Key personnel should be involved early in the planning process to generate cooperation and commitment among the participants, who include school administrators and faculty, circuit courts, Court Services personnel (such as probation officers), juvenile court authorities, law enforcement agencies, chemical dependency treatment personnel, parents, and other interested parties. The project team (1) collects background information, (2) assists in the planning of the project design, and (3) promotes the needs and benefits of the program.

Community partnership. By coordinating the efforts of law enforcement agencies, educators, the courts, treatment personnel, parents, and community organizations, the project will (1) generate support in the community, (2) establish linkages between the participating agencies and the public, and (3) increase public awareness about the crime and drug abuse problem.

Effective curriculum design. The LRE teachers must attend training sessions on curriculum development and interact with agencies that offer similar programs to ensure that the curriculum imparts the knowledge and skills that the youth need to enhance their rehabilitation and to obtain gainful, legal employment.

Evaluation and monitoring. The evaluation will assess how well the program has been implemented and has achieved its goals and objectives. The results will be used to modify the methodology and programming as necessary. In addition, the State Program Office will conduct fiscal and programmatic monitoring, which allows it to identify problems, focus the technical assistance more effectively, and respond to changing circumstances.

Results and Impact

Performance Measures

The State Program Office will conduct the evaluation according to the guidelines established by the National Institute of Justice, in conjunction with the Bureau of Justice Assistance, and by the South Dakota Attorney General's Task Force on Drugs. The evaluation has both formative (process) and summative (product) objectives. The evaluation staff will be selected randomly from school district 46-1 to conduct entry and exit interviews and to administer pretest and post-test measures of attitude and knowledge. The data, combined with Court Services statistics, will provide the basis for the measurement of the program's effectiveness.

In addition, the project director will submit the Quarterly Project Performance Report, which includes a summary of the program's activities and accomplishments and a description of how they have achieved its goals and objectives.

Successes and Accomplishments

The LRE Program was very successful during its first year of operation, with less than [illegible]0% recidivism among the participants. Four classes were conducted (two 10-week classes for adjudicated youth and two 5-week classes for 90-day diversionary youth), and

39 students participated, including 15 females and 24 males, who were 13–18 years old and in grades 7–12.

Other accomplishments of the program include the following:

- The program won the South Dakota Award for the best curriculum development of 1992.
- Circuit Judge Scott Moses requires adjudicated and diversionary youth to successfully complete the program as a requisite of their probation and requires parents to attend two LRE classes.
- One law enforcement officer is retained to supplement the classroom instruction.
- The LRE class is offered for high school credit.

Prospects for Replication

The program has strong potential for replication in other school districts in South Dakota and across the country because the staff members are willing to share the program materials and to assist the districts in the planning, development, and implementation of a similar program. The Meade School District Curriculum Coordinator, who serves as the project director, tracks the curriculum development and organizes the documentation and other program materials in a format that can be easily replicated by other school districts.

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Tennessee

The Memphis Police Department's Family Trouble Center

Statement of the Problem

In 1988, the Memphis Police Department received approximately 65,000 domestic disturbance calls, of which 15,000 were recurring calls from the same addresses. These numbers indicated that domestic disturbances were occurring in about one in ten households and were a repeating occurrence in many households. In addition, 78% of the homicides in Memphis were linked to domestic disturbances.

Violent family relationships are difficult to escape for both the victims and the offenders. Combined legal and therapeutic forces are needed to bring about safe and peaceful resolutions. In an effort to better utilize personnel and reduce the number of potentially lethal domestic disturbances, the Memphis Police established the Family Trouble Center.

Goals and Objectives

The goal of the Family Trouble Center is to offer counseling services designed to reduce the incidence of domestic violence, thereby reducing the number of repeat domestic disturbances and homicides. The objectives to achieve this goal include: (1) forming partnerships with police, community service providers, and other government agencies to develop appropriate interventions designed to eliminate domestic violence; (2) providing crisis counseling and referral services to the victims of domestic violence through groups and telephone outreach work; (3) providing court-mandated educational and correctional groups for domestic violence offenders; and (4) enhancing community awareness of domestic violence through presentations and workshops.

Program Components

Volunteers. The Center trains and supervises both lay and professional volunteers. Most volunteers are graduate students in counseling and social work programs. These volunteers lead anger management groups, provide crisis and phone outreach counseling, and conduct community presentations, all at no cost to the community.

Anger management groups teach domestic violence perpetrators different methods of controlling their anger. Examples of these methods include: (1) developing their own time-out system; (2) learning forms of relaxation, breathing, and meditation techniques; and (3) learning how to ease a tense situation with humor.

Monthly Reports. Monthly reports are submitted to the Deputy Chief of Investigative Services and the Research and Development/Grants Management Office. An annual report is compiled from the monthly reports to reflect the number of clients utilizing the Center.

Computer Database. A staff member runs the computer database consisting of data from domestic disturbance calls. This database provides an aggregate, demographic profile of domestic victims and perpetrators. The database can also be used to find information about a specific assault incident.

Phone Outreach, Presentations, and Workshops. The Center does a phone outreach to the victims of domestic violence. Volunteers attempt to call all victims listed on the police reports sent to the Center. If the victims cannot come into the Center, volunteers offer counseling over the phone and inform them of other services available within the community. Presentations and workshops have been conducted at colleges, schools, houses of religion, hospitals, health fairs, youth camps, naval stations, and on radio and television.

Family Trouble Center Manual. Classes have a structured outline for each session. A facilitator's manual for anger management groups is being developed as a guideline for group leaders at the Center. The manual should be available in the fall of 1994.

Results and Impact

Implementation Problems and Successes

Initially, the program's close identification with the police department had some drawbacks. People in the community were suspicious of anyone associated with the police. However, the benefits of this collaboration outweighed the problems. Community projects like the Family Trouble Center have developed a trusting relationship between the police and the community. The Center's association with the police has been empowering for victims who see a recognized authority interested in their dilemma. Association with the police and courts helps make it clear to perpetrators that they have committed a crime and that their behavior must change.

One temporary implementation problem was the reliance on volunteers to provide the Center's services. The high turn-over rate among volunteers kept the staff in a continual routine of recruitment and training. This also had a positive aspect. Volunteers offered enthusiasm and new ideas for counseling and helped prevent the burnout that often accompanies stressful counseling.

Successes and Accomplishments

The Center has run 107 anger management groups. Volunteers have contacted over 3,300 victims through the outreach phoning. Approximately 1,060 of those victims have come into the Center for individual support counseling. After the 12-week program, many perpetrators who come in angry do not want to terminate the counseling. Often, perpetrators call the Center to prevent a violent outbreak.

A sample of 120 graduates of the Anger Management Program was followed for a year after the program. Of the 120, only 12 were re-arrested for domestic assault within that year. This reflects a success rate of approximately 90%. The activities of the Center were included in the graduate level textbook Crisis Intervention Strategies, 1992, by Dr. Gilliland and Dr. James. Also, two doctoral research dissertations have been written based on the students' work at the Center. These studies examine both the outreach phone counseling and the components of the Anger Management Program.

One unanticipated success was the long-term impact of the student volunteers. The Center has worked with 340 student volunteers. Often, student volunteers stay in the community after graduation. This has lead to an informal network of current and former volunteers who are supportive of the police department and the Family Trouble Center.

Some of the program's future objectives include: (1) increasing staff; (2) separating the Center into two programs, Family Trouble Center Victim Advocacy and Family Trouble Center Court Mandated Counseling; (3) developing Anger Management II and a parenting skills group; (4) developing a speakers' bureau of volunteers and officers to give group presentations; and (5) developing a curriculum for State standards and court mandated counseling.

Prospects for Replication

This program can be easily replicated. Three key factors needed to do so are volunteers, phone outreach, and publicity for the program through presentations and workshops. The anger management curriculum was modified to develop a program for incarcerated juveniles at the Shelby Training Academy. This program has also been replicated in St. Charles, Louisiana and Birmingham, Alabama. Efforts are being made to establish a program of court-ordered groups, modeled after the Anger Management Program in West Memphis, Arkansas.

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Tennessee

Operation Saturation

Statement of the Problem

The measure of success for police agencies has traditionally been the number of arrests made during a given year. This mindset of ever-increasing arrests has filled our prisons and has contributed to large segments of our population being unemployable because of their criminal records. The measure of success for police officers should not be how many arrests are made, but how many arrests do not have to be made. Police agencies and citizens must work together to reduce both the desire and the opportunity to engage in criminal activity.

The Memphis Police Department's commitment to community-based police service through its Operation Saturation programs are returning police officers to the community and providing more efficient service delivery to the citizens of Memphis. Police officers and supervisors are most effective when they are allowed to use their own creativity and problem solving abilities at the operational level to address specific needs within a given neighborhood. Total quality management programs and citizen involvement are the foundation for the Memphis community policing efforts.

The Memphis Police Department currently has four Operation Saturation/Community Policing Programs: (1) Hurt Village (expanded into the neighborhood); (2) Orange Mound/Binghampton; (3) AdVance (which includes safe corridors to school); and (4) Downtown Precinct (bicycle and foot patrol).

The concepts of community policing are simple: police have the authority to solve problems that otherwise could lead to crime, and they work with community leaders with a holistic approach to help empower the community to solve some of their problems.

Goals and Objectives

The mission of the Memphis Police Department, in partnership with the community, is to protect life and property, to understand and serve the needs of the city's neighborhoods, and to improve the quality of life by maintaining order, solving problems, and apprehending criminals.

The Operation Saturation program has many objectives: (1) to provide a secure environment that will foster residential, commercial, and cultural advancement; (2) to ensure collaboration between the Memphis Police Department and the community to provide high quality police services to all elements of the community; (3) to achieve effective citizen, police, public, and private agency involvement in the Memphis Police Department's strategies to improve the quality of life and enhance public safety; and (4) to provide a highly motivated and well trained work force which is professional, ethical, and representative of the community it serves.

Program Components

One of the Memphis Police Department's greatest successes, Operation Saturation, Hurt Village began in 1992. This program was established in Hurt Village, one of the toughest public housing communities. Although geographically small, this development had the highest crime rate of all the housing communities in Memphis. The operation began with covert activities, and after obtaining indictments for the major criminals, began to make arrests and to saturate the development with uniformed officers.

A partnership was formed with an umbrella agency called "Free the Children" which utilizes the gamut of social and educational services in conjunction with community policing. Today, Hurt Village has been stabilized. It is now one of the safest housing communities in Memphis. It is apparent that the residents' fear of crime has diminished, and they have begun to take pride in the place where they live. They are planting flowers and keeping the yards and exteriors of their buildings clean and free of graffiti. A number of the residents have taken advantage of job training and educational opportunities and no longer require public housing.

The Memphis Police Department expanded this successful program in other neighborhoods with similar problems. Orange Mound and Binghampton had begun to show signs of deterioration, open-air drug markets were becoming noticeable, and violent crimes were increasing.

Orange Mound possesses vacant houses, many condemned, and vacant lots with no plans for re-development. The Orange Mound Development Corporation is in the process of rehabilitating home owner property, at no cost to the owner, in exchange for community volunteer work. A home buyers program was developed to educate residents about buying a home and assist them financially to buy a new home. An outreach program identifies people who are eligible for these programs. A youth entrepreneur program is underway to teach youth how to start and operate businesses such as screen printing, landscaping, and concessions.

In Binghampton, Early Grove Baptist Church, one of the more active churches in the area, houses Project Vision, Inc. This project has programs for preventive health education, home ownership through Project Nehemiah, day care, adolescent conflict resolution training through the High Five Program, and other social services.

The Memphis Police Department obtained a mini-mobile Precinct which provides the flexibility of taking a precinct, with all of its technology, into the neighborhood. Therefore, on July 1, 1993, covert activity began in Orange Mound and Binghampton. While undercover officers were making their "buys," Crime Prevention Officers conducted door-to-door surveys, which allowed identification of community leaders as well as the needs, hopes, and fears of the communities. Officers also assisted community groups in door-to-door surveys, assessing the needs of residents, and performed home repairs. After 54 indictments were obtained and arrests made, the neighborhoods were saturated with uniformed officers, who immediately began holding public meetings. The Mayor of Memphis often would attend these meetings.

The Memphis Police Department assigned ten officers and two Lieutenants to the Orange Mound/Binghampton area. Officers have offices in the Orange Mound and Binghampton Community Centers. Officers attend weekly community meetings in order to be responsive to the needs of the communities they are serving. After four months in these communities, an increase in public trust could be perceived.

One of the key elements in Operation Saturation is gaining trust and support from the community. Officers recruit, train, and supervise volunteers. Officers contact and solicit the active participation of businesses and act as both liaisons and facilitators with non-profit agencies.

Because of the size of these neighborhoods, foot patrol alone was ineffective. Therefore, officers were given pagers and business cards to distribute in an effort to bring them into contact with the community. Foot patrols are used when applicable, in specific areas such as apartment complexes and high density areas. To decrease the response time to calls for service, officers assigned to this detail were in addition to the regular cars assigned to the patrol area.

The term COACT, a synonym for interaction, was adopted as the unit call sign and assigned to all Operation Saturation/Community Policing Units. COACT officers are not subject to regular calls for service, which allows them the time necessary to provide special attention to the citizens of the community. COACT teams are made up of representatives from civic organizations, the police department, and community volunteers. They identify problems which impact the community in a negative way, evaluate them, and outline a plan of action.

March 1994 marked the beginning of a program in one of the Binghampton Apartment Complexes which outlines aggressive tactics to eradicate drugs from the environment. The program acts on complaints of drug trafficking by requesting that tenants cooperate with consents to search their residence. A thorough, neat search of the premises is conducted, and if drugs are located, appropriate arrest action is taken and the contraband seized. This information is shared with the management, which has entered into agreements with the police department to follow up by initiating eviction proceedings. The illegal activity is often taken elsewhere. Also, those prone to seek an apartment for this type of activity are discouraged because of the enforcement.

Recently, a coalition was formed between the Memphis Police Department, business leaders, elected leaders, and media personnel to conduct a gun for food program. A gift certificate for food and gasoline was given to any person who turned in a working gun.

Operation Drive Out Crime allows uniformed officers to take home their patrol vehicles. Another non-profit group has raised money to allow officers to purchase houses in target neighborhoods at very low interest rates. These neighborhoods no longer possess the "us against them" syndrome; citizens who used to exhibit indifference toward officers now consider them allies.

Results and Impact

Implementation Problems and Successes

The officers assigned to Operation Saturation experience resentment from other officers and police administrators and managers who are not familiar with community policing. The department is addressing this problem with community policing training for the entire department through technical assistance from Community Research Associates. This organization is working in conjunction with the Bureau of Justice Assistance.

A number of the drug dealers and criminals moved out of the Hurt Village development and into the adjacent neighborhoods when Operation Saturation began. The program was expanded to encompass the neighboring areas to combat this problem.

Successes and Accomplishments

As a whole, the program is viewed as a successful partnership between the police and the community. The flow of information from the community to the officers has improved, and the citizens now view the officers as a vital resource for helping them solve the problems in their community.

During the period from January 1, 1994 to April 30, 1994, the officers held 41 community meetings with a total attendance of 2,001 citizens. In addition, the officers made 770 individual contacts with the citizens they serve.

In the first quarter of 1994, COACT officers worked successfully with the Motor Vehicle Theft, General Investigation, and Robbery Bureaus to recover property, arrest suspects, and solve a variety of cases. The unit has improved communication among police divisions, community agencies, and uniformed patrol officers.

At the elementary school where officers patrol, the after school program enrollment is up by 70 students. By April 15, 1994, an analysis conducted by the Memphis Police Department determined that no drug arrests have been made in the area around this elementary school since February 1, 1994. This reflects a drastic reduction in criminal activity in the area, previously known for its high drug traffic.

In February 1994, Memphis experienced the worst ice storm in its history, knocking out power in some areas for as long as two weeks. Officers were instrumental in checking on elderly residents and directing citizens to shelters. Citizen patrols were formed by the COACT officers, and the citizens themselves surveyed damage and assessed the medical needs of the community. This effort has been credited with keeping the incidence of crime associated with the power outage to a minimum. There were few burglaries, no reports of looting, and an improved community spirit.

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Texas

Safe Haven Program: Operation Weed & Seed

Statement of the Problem

The increased incidence of juvenile-related crime is a clear indication that substantial needs of young people have been neglected. Today's youth, on average, spend barely 9% of their first 18 years in school. The other 91% is spent at home, on playgrounds, and in front of the television. For too many children, the family that should be their protector, advocate, and moral anchor is itself in a state of deterioration. In addition, the neighborhood is a place of menace, violence, drug use, unemployment, and other modern maladies. Enormous financial investments have been made in law enforcement and social services, but all too often these agencies provide their services with little effort to coordinate programs and strategies. Clearly these are problems that are not amenable to solutions by a single agency. Providing a place where youth and other residents can develop relationships, find opportunities to be productive and successful, and enhance their skills -- a *safe haven* -- fosters an atmosphere necessary for positive development.

Goals and Objectives

The Safe Haven concept is an important aspect of Weed & Seed. Weed & Seed is a multi-agency strategy that ***weeds out*** violent crime, gang activity, drug use, and drug trafficking in targeted high-crime neighborhoods and ***seeds*** the areas by restoring these neighborhoods through social and economic revitalization efforts. The Weed & Seed strategy recognizes the importance of collaborative initiatives to maximize the impact of existing programs and resources.

In the beginning, the objectives for the Safe Haven programs in San Antonio included:

- identifying and assessing existing Safe Haven programs nationwide, with specific emphasis on drug and alcohol prevention components and the feasibility of introducing Safe Haven programs into public housing developments;
- defining and developing the concept for a local Safe Haven program;
- preparing a training curriculum and technical assistance material;
- providing training and technical assistance for components of the Safe Haven program; and
- providing financial resources for implementation of the Safe Haven program that

focus on drug and alcohol prevention issues.

The goals of the program are:

- to establish a multi-service education center that is free of drugs, alcohol, and violence;
- to provide direction and capability for organizing and coordinating the delivery of public and private educational, social and justice-system resources for youth, their families, and others through the Safe Haven multi-service center; and
- to enable neighborhood youth and adults to become productive and law-abiding citizens, free from drug and alcohol abuse and the influence of gangs through the use of Safe Haven multi-service centers.

The San Antonio Safe Haven program developed goals specific to the local target area. These goals include:

- providing a safe environment that will nurture interaction between adults and youth;
- involving participants in recreational activities;
- deterring drug and alcohol involvement through provision of drug and alcohol education;
- offering space for agencies to provide supportive services in the Safe Haven;
- working with the San Antonio Police Department and other law enforcement agencies in the development of crime prevention programs; and
- improving the environment in the community through involvement in beautification projects.

Program Components

A Safe Haven is a multi-service center where a variety of youth and adult services are located in a highly visible and accessible facility that is secure against crime and illegal drug activity. It brings together law enforcement, community services, basic and continuing education, health, recreation, employment, and other key sectors to provide opportunities, skills, and recognition for young people, their family members, and other residents of the community in a safe environment. A special emphasis is placed on education.

San Antonio Weed & Seed has established three Safe Haven sites. A community center, a housing project, and a local elementary school provide locations throughout the Weed & Seed target area for the San Antonio Safe Havens. Since virtually all neighborhoods are served by schools, primary consideration was given to locating a Safe Haven at a school site. However, in communities where a school building is not available, other sites to explore include community centers, public housing developments, churches or temples, or other secure, accessible, and appropriately equipped buildings.

The Safe Havens are open after school and, to the extent possible, before normal school hours. Operational considerations depend on local conditions. A variety of services and supportive programs (educational, cultural, recreational, health, and justice-related) are made available. Educational programs addressing the social climate such as gang alternatives and drug and alcohol abuse prevention are emphasized. While a primary focus of the Safe Haven program is to provide youth living in the area with productive activities and a safe place to go, parents of the youth and other residents in target area are also served.

The services Safe Havens provide are targeted at people who are in need of assistance and guidance within the community. These services cannot be provided without the combined efforts of community agencies and grassroots organizations that support the program in a financial and volunteer capacity. San Antonio has an extensive network of agencies to provide services to the Safe Haven project through the Weed & Seed program. The following agencies are some which provide resources in San Antonio: the U.S. Attorney's Office, Western District of Texas; San Antonio Police Department; San Antonio Fighting Back; Davis/Scott YMCA; New Light Tenant Association; Springview Resident Association; King Middle School; San Antonio Council on Alcohol and Drug Abuse; Claude W. Black Center; Barbara Jordan Community Center; Boys And Girls Club, Springview Branch; Crossroads Missionary Baptist Church; Weed & Seed Advisory committee; Palmer Drug Abuse; San Antonio Literacy Council; Police Athletic League (PAL); and Communities in Schools.

Specific services and activities made available to the participants of the Safe Havens include tutoring, rap sessions, drug prevention education, and drug counseling. PAL provides recreational opportunities to youths involved in the Safe Haven program. Local professional sports organizations actively support the activities of PAL. Opportunities include the San Antonio Spurs Drug Free Basketball League, San Antonio Mission Baseball League, modeling, karate, and numerous other activities designed to enhance self esteem and develop positive team building and decision-making skills. Through support provided by additional agencies, the Safe Havens provide guest speakers to address social and cultural concerns. Field trips and special occasion events are also provided by the San Antonio Safe Havens.

Project Assist was developed in coordination with the Safe Havens. The goal of this project is to benefit the spiritual, physical, and mental needs of children through counseling, tutoring, and referrals in a family-oriented setting. Supporting the Safe Haven initiative, the Family Service Association of San Antonio, Inc. partnered with the Safe Havens to develop a curriculum for girls between ages nine and thirteen. Some sessions include Feelings Identification, Feelings

Expression and Anger Management, Self-Esteem Building, and a Modeling Club in coordination with PAL.

Results and Impact

Performance Measures

The San Antonio Safe Haven Program began as a "Cities in Schools, Inc." (Communities in Schools locally) project contracted to San Antonio Fighting Back. San Antonio Fighting Back is one of the fourteen national drug prevention initiatives funded by the Robert Wood Johnson Foundation, the largest health care philanthropy in the world, and the United Way of San Antonio and Bexar County. Because preliminary program design is contingent on assessments and expectations based on those assessments, meeting the needs of the community is critical to the success of any service-based program. San Antonio Fighting Back had been involved in a two- year needs assessment, planning, and implementation process to develop comprehensive drug and crime prevention strategies. This work provided the infrastructure and foundation for the Safe Haven project. Therefore, some of the initial steps involved in developing a Safe Haven program were completed prior to the Cities in Schools, Inc. project.

Certain preliminary processes were completed prior to implementation of the Safe Haven program. They comprise the following four activities:

- Community Assessment: risk; protective; resiliency; community needs; community resources; attitudes and perceptions with regard to substance use, abuse, and crime; community leadership; and broader community support for substance abuse and crime prevention programs;

- Community Training: organization and mobilization; advocacy skills; and organization development and maintenance;

- Resource Development: in-kind support; acquisition of grant funds; Federal; State; local; private foundation; and private sector; and

- Evaluation: evaluation plan; performance measures; evaluation instrument; and evaluation contractor.

Implementation Problems and Successes

The difficulties encountered during implementation of the San Antonio Safe Haven program have been few and primarily financial. Funding considerations are significant with initiation of any new program. San Antonio was fortunate to have received grant funding to support the Safe Haven concept. Resources have been attained through collaborative efforts and grant funding and private sector support have been sought.

The San Antonio Safe Haven project is managed by a coordinator with minimal support staff. Initially, the staff to participant ratio provided inefficient provision of services. That problem was solved when San Antonio received funding for the Americorps/Just Serve program. Using Americorps members in the program has shifted the participant to staff ratio.

Successes and Accomplishments

San Antonio Safe Haven programs have exceeded initial expectations. Program administrators did not expect so many people to come and use the facilities. The project was expected to serve 20 children at two sites. The local Safe Havens serve an average of 45 youth and adults, and a third Safe Haven site was established in 1994. Service support has also grown. Local professionals, community leaders, and area residents have provided additional resources.

Two major successes have been that the philosophy of the police department has changed and that the relationship between the police and the community has improved. Now, after school the children come looking for the police officers who are their "pals." There has been a change in officers who have done the Weed & Seed training: they are less cynical and less prone to burnout.

The Safe Havens in San Antonio have successfully involved youth and other area residents in numerous projects. Feeding the homeless, elderly, disabled, and hungry was a collaborative effort between the Safe Havens and two churches -- Crossroads Missionary Baptist and Good Faith News Missionary Baptist church.

The Safe Haven concept has been well received in the San Antonio area and was highlighted by local news channels. In April 1994, media coverage focusing on what is being done to combat the violence in San Antonio featured youth from the San Antonio Safe Havens. Many of the youth interviewed stated that the Safe Havens provided a safe and fun place to learn, play, and work together.

Twenty youths and one adult from the Safe Havens participated in the Anti-Drug Conference held at St. Mary's University in August 1994. They were involved in workshops, team competitions, self-esteem building, recreation, dance, and talent shows. This was the first time many of these youths had ever been on a University campus.

In conjunction with San Antonio Fighting Back, San Antonio Housing Authority, Fort Sam Houston, and the Weed & Seed Safe Havens, 15 youths were given the opportunity to be involved with military and civilian personnel in a military setting. La Salida, *The Way Out*, is a two-day adventure designed to provide an atmosphere to nurture and enhance the self image of students and work to break the chain of drugs, gangs, and negative peer pressure as well as provide physical challenges.

During her visit to the San Antonio Weed & Seed site, U.S. Attorney General Janet Reno provided an exciting opportunity for Safe Haven youth involved with the *Learning Garden* to proudly display their horticultural successes.

Prospects for Replication

The Safe Haven facilities have proved to be accessible to the whole community and ideal locations for Safe Havens are schools, public housing facilities, or community centers. The established relationships with community and city agencies eased the initiation of Safe Havens. The delivery of services in an established organization can enhance existing projects and expand available resources. Working collaboratively assessing and addressing the needs of the community provided a foundation for success in the Safe Haven implementation.

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Utah

Juvenile Intensive Supervision Program

Statement of the Problem

The State of Utah has experienced a significant increase in juvenile crime over the past decade. Criminal referrals to the Juvenile Court have increased 126 percent since 1982. In the past five years juvenile violent crime has increased 86 percent. This increase has accompanied a tremendous proliferation of gangs in Utah during the past five years. Traditionally, Salt Lake City has been the location for the main concentration of gangs. While this continues to be the case, gangs are now moving into smaller cities and towns and even into the rural parts of the State.

The number of youth referred to the Juvenile Court has increased significantly over the ten year period, but the number of staff to work with these youth has not kept the same pace. During the same period, the workload increased 126 percent while the number of new workers increased only 26 percent. The Third District Juvenile Court Probation Department made two changes to deal with this disparity: it increased the number of youth placed on probation, from 300 to nearly 600 annually, and it put more serious offenders on probation. Eight years ago the average youth placed on probation had a prior record of 6.5 offenses. During the past three years, the average youth has had a prior record of 10.5 offenses.

To meet the demand of the work load and the increasing problems of managing the serious delinquent offender, the Second and Third Juvenile Court Districts jointly developed an Intensive Supervision Probation (ISP) program. It has been financed with matching funds from the Utah State Courts and the Bureau of Justice Assistance, through the Utah State Commission on Criminal and Juvenile Justice.

Goals and Objectives

The goals of the juvenile ISP program are to: (1) enhance social control and increase public safety; (2) increase probationer accountability; (3) promote treatment services as determined by individual assessments; and (4) reduce the length of juvenile court supervision.

Program Components

Research has indicated that 75 percent of probation recidivists are referred back to the court within the first 90 days of being placed on probation. For this reason, the ISP program focuses on this critical time period.

The key elements of ISP are as follows:

Restrictions. Each youth is placed under house arrest by court order. This house arrest lasts a minimum of two weeks. With compliance to house arrest, the youth can move to a 5:00 p.m. curfew. Compliance for another two weeks can earn a 6:00 p.m. curfew and so on until a 10:00 pm curfew is achieved. This is the latest curfew allowed during the first 90 days.

Contacts. During the first 30 days of probation, each youth is seen daily by a Probation Officer or a Deputy Probation Officer. These contacts are made at the youth's home or school, or at the probation office. Contacts are made seven days a week and at various times of the day and night. If there is satisfactory compliance with the restrictions and no criminal referrals during the second 30 days, the contacts are dropped to four contacts per week. In the third 30 days, the contacts can be reduced to two contacts per week.

Deputy Probation Officers (DPO). Deputy Probation Officers (DPO) were hired to work part time (20 hours per week) in the evenings and on weekends. The initial focus was to hire students and give them work experience before they graduated. The DPOs make the majority of the contacts with the probationers at their homes to make certain curfews are being observed. It is important that they vary the times they check on the youth.

Services. The probation officer working with each youth provides an assessment of the probationer's needs and makes referrals to appropriate agencies.

Length of Probation. Previous to the implementation of the ISP project, offenders were kept on probation an average of 18 months. The expectation was that the youth would be referral-free and doing well in all areas of life. However, it was determined that it was not realistic to "cure" these youth. In this project the focus is primarily on compliance with the restrictions and remaining referral-free. If these two areas are satisfactory, a youth can be recommended for termination from probation after 90 days. Offenders placed on probation for a felony against a person are excluded from the early termination group.

Drug and Alcohol Testing. All youth are tested for drug and alcohol use through urine analysis.

Electronic Monitoring. There are five electronic monitoring anklets used as an alternative to secure detention for probationers.

Results and Impact

Implementation problems and Successes

One initial problem was the reluctance of staff to change the delivery of probation services. It was necessary to start with staff who accepted and were excited about the changes. The biggest problem was the ability to maintain caseloads small enough so that contact expectations could be met. When caseloads exceeded 20, staff were unable to maintain the contact expectations. There was some initial resistance on the part of both staff and judges to move for 90-day terminations. However, this limitation was necessary to prevent an increase in caseloads.

Successes and Accomplishments

This project was met with overwhelming support by law enforcement and the community. All felt that the court was doing something positive to address the growing problems of crime and gangs.

Preliminary results for the first few years of ISP were drawn from two groups: an experimental group and a control group. The youths in the ISP were the experimental group. The control group consisted of youths who did not receive the intensive service because they were put on probation five months prior to the upstart of ISP.

In general, the ISP group showed a modest reduction in recidivism, from 85 percent to 75 percent. The biggest change in recidivism is that the ISP participants did not relapse as quickly as the control group. In the control group 65 percent were referred back to the court in the first 90 days. In the ISP group, only 46 percent were referred back in the first 90 days. A major accomplishment of this project has been to reduce the average length of time a youth is on probation. This accomplishment allows more offenders to be placed on probation. In comparison, the control group's average length of probation was almost 18 months (532 days). The ISP group averaged nine and a half months (287 days).

Prospects for Replication

There are four important components needed for the replication of the ISP program. There must be a commitment from the entire organization to do things differently. Commitment is necessary from line staff to judges. There must be funds to hire Deputy Probation Officers or "trackers" to work evening and weekend shifts. Focusing on services to the probationers must be equally as important as making the contacts and enforcing restrictions. Finally, involving the parents is critical to improving the success of the program.

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Vermont

Windsor Case Study

Statement of the Problem

In 1987, Windsor, Vermont, a town with a population of 3,714, hired Patrick Foley as the new chief of police. When Chief Foley accepted the new position, he faced several obstacles in the community and in the police department. First, there was a serious drug and alcohol problem in Windsor, especially among the young people, but the problem had been denied by the former police chief and captain. Second, because the Goodyear Tire and Rubber Company had closed its Windsor plant, which had employed nearly 400 people, and Cone Blanchard, another manufacturing company in the town, had downsized its work force from 800 to 200, many residents, particularly young adults, had lost their jobs, and Windsor was experiencing a large decrease in tax revenue. Third, the closed-door policy of the police department—which prohibited the presence of other law enforcement agencies in Windsor—hindered the cooperative efforts of agencies striving to fight the crime and drug problems in the town. Finally, the effectiveness of the police department was hampered by low morale and productivity, a lack of funding, and a lack of community support.

Goals and Objectives

To facilitate more progressive and proactive law enforcement efforts in Windsor, Chief Foley developed the following objectives:

- Implement educational programs about drug and alcohol abuse
- Organize a Community/Neighborhood Watch Program and encourage people to take responsibility for the crime and drug abuse in their community
- Achieve a higher conviction rate in the district court and improve the quality of the paperwork for court cases
- Increase the work assignments of the police officers
- Generate revenue.

Program Components

The Windsor program includes several components, such as (1) drug and alcohol awareness programs in the school system, including Officer Friendly, Officer Phil, and Drug Abuse Resistance Education (DARE); (2) consolidation of the paperwork filed by the police officers; (3) changes in local ordinances; and (4) improvements in the contractual services provided to other agencies and towns.

A key component of the program is the townwide Community/Neighborhood Watch Program, which began in March 1991. During the planning phase, the police department examined similar programs in Rutland, Burlington, and Windham County, Vermont, and in Fairfield and Bridgeport, Connecticut. The Windsor program comprises two stages: (1) people who watch from their homes (Neighborhood Watch) and (2) people who drive through Windsor in their own vehicles (Citizens on Patrol). The department emphasizes that the residents are needed as "extra eyes and ears," but they are prohibited from stopping or interrupting a crime. The Community/Neighborhood Watch Program has also developed pamphlets on home security and safety as well as crime prevention.

Results and Impact

Performance Measures

The police officers undergo a comprehensive evaluation (1) to ensure that their performance meets the department's standards and (2) to determine their needs for responding to the drug and crime problems in Windsor.

Implementation Problems and Successes

When the police department began to increase its enforcement activities, such as making more arrests and drug raids and engaging in more aggressive motor vehicle enforcement, many residents, especially younger people, reacted negatively. During Chief Foley's first 6 months, for example, vandalism caused more than $30,000 in damages, including the torching of three buildings and a civilian dispatcher's vehicle. In addition, the chief's life was threatened, and his personal vehicle was vandalized. The police department also received several threats, many of which were spray painted throughout the community. Because of the lack of cooperation from the residents, it took more than 3 years to develop and implement a proactive plan and to gain the support of the townspeople.

In July 1990, budget cuts eliminated one full-time and three part-time positions in the police department, which in turn reduced the number of officers assigned to the school programs; consequently, the students gained back the control that had been thwarted via aggressive police enforcement.

Successes and Accomplishments

After a domestic disturbance in October 1990 that resulted in the shooting of a Vermont State Trooper and an innocent bystander, the residents of Windsor realized that they needed to support the efforts of the police department. Subsequently, town meetings explored ways to enhance the enforcement activities of the department, and several State agencies met with the residents to offer their support. In November 1990, additional funding for the police department was authorized, which increased the full-time and part-time police force and thereby increased the level of school programming.

The Windsor program (1) has gained tremendous support from the State's attorney's office and from the community, especially the younger residents, and (2) has significantly reduced juvenile crime. The program has also reported the following accomplishments:

- In 1987, there was a 75% dismissal rate of district court cases; today, there is more than a 97% conviction rate.

- In 1987, Windsor generated $2,000 for its dispatching services; today, it generates approximately $27,000 for those services and has entered into a 5-year contract with the agencies it dispatches for. Additional revenue has been generated following changes in local ordinances, such as those for parking violations.

- By assigning special duties to the police officers and thereby increasing their morale, the chain of command at the department has been strengthened.

- The police department also presents drug and alcohol awareness programs in the Brownsville and Reading school systems, and those efforts are funded through a grant from the Drug Free School program.

- To enhance its communications capabilities, the police department advertised in the local newspaper for donations of citizens band radios. The response from the community was overwhelming; within 2 weeks, for instance, the department received 1 base unit, 1 antenna, and 10 mobile units.

Prospects for Replication

The neighboring town of Hartland, Vermont, has expressed interest in the DARE program and the Community/Neighborhood Watch Program. In addition, several agencies are interested in joining the Windsor Dispatch Center, which currently dispatches for 13 agencies.

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Washington

Yakima Gang Prevention/Intervention Coalition

Statement of the Problem

The City of Yakima suffers from high rates of unemployment, teen pregnancy, and school drop-out in its youth population. There is also intergenerational conflict in the Hispanic community between bilingual children and monolingual parents. These characteristics have led to a lack of bonding between youth and their schools, communities, and families. Instead, many youth have bonded with their peers to engage in negative behaviors, including alcohol and drug abuse and violence. In the past five years, Yakima has seen a steady increase in youth violence, including gang confrontation, which is exacerbated by the ethnic diversity of the population. Many Caucasian, Hispanic, and African-American youth lack the conflict resolution skills necessary to mediate their cultural differences.

Youth violence has increasingly permeated the neighborhoods of Yakima without regard to ethnic and socioeconomic boundaries. A drive-by shooting in 1990 in west Yakima--a white, middle-class neighborhood--prompted leaders in Yakima to realize that preventive measures had to be taken to ensure safety throughout the city. In 1991, government, non-profit, and business leaders created the Yakima Gang Prevention/Intervention Coalition. In discussing the root cause of youth violence, officials recognized the need for a multifaceted program that includes recreational and enrichment activities, tutoring, and crisis counseling.

Goals and Objectives

The mission of the Coalition is to reduce the rate of youth violence in Yakima by providing positive opportunities in several community centers. The goals of the Coalition are fourfold: (1) to develop prevention/intervention activities for at-risk youth at five sites in Yakima with high rates of youth violence; (2) to provide information and resources to at-risk youth; (3) to recruit adult and youth volunteers to provide prevention/intervention activities for at-risk youth; and (4) to maintain an advisory board that is representative of Yakima to publicize the goals and results of the Coalition.

Program Components

The Yakima Gang Prevention/Intervention Coalition Advisory Board comprises individuals representing the following organizations: Centro Campesino, Central Washington Comprehensive Mental Health, Mercy Enterprises, Yakima County Juvenile Court, Yakima

County Substance Abuse Coalition, Yakima Housing Authority, Yakima Parks and Recreation, Yakima Police Department, Yakima Public Schools, YMCA, and YWCA.

The Yakima County Substance Abuse Coalition administers the program. The Program Coordinator plans recreational, tutorial, and enrichment activities for all program sites and supervises site staff. The Intervention/Volunteer Coordinator plans conflict resolution/anger management skills training, coordinates intervention and services, and recruits adult and youth volunteers for the program. The Intervention Assistant provides individual/group counseling and referral to site participants at particular risk for violent behavior.

Five "Kid's Place" programs are housed in four elementary/middle schools and one community center. Kid's Place provides after-school recreational, tutorial, and enrichment activities for youth ages 5-12. Four "Night Action" programs provide recreational activities, tutoring, conflict resolution/anger management skills training, and intervention services, including substance abuse and mental health counseling, to youth ages 13-19. The programs operate Monday-Friday, 6-12 p.m., in three elementary/middle schools and one community center. "Family Night" provides family activities such as potlucks, athletic tournaments, and pool parties. "Family Night" is held at each site every Friday from 7-10 p.m. Each Kid's Place and Night Action program is staffed by a facility supervisor, a recreational leader, and a recreational aide.

The Yakima Gang Prevention/Intervention Coalition receives funding from the Washington State Department of Community Development and the City of Yakima.

Results and Impact

Performance Measures

The Advisory Board and Coalition staff expect to measure a significant decrease in youth violence surrounding the five program sites. The Yakima Police Department monitors the incidence of gang confrontation, assault, vandalism, and other violent behaviors near each site on a quarterly basis. Staff expect improved conflict resolution/anger management skills and improved academic performance from participants as evidenced by their number of arrests, grade point average, and other factors that would indicate success. The Advisory Board expects continued collaboration between organizations in the City of Yakima and Yakima County.

Implementation Problems and Successes

The Advisory Board identified schools as ideal program sites, but experienced initial difficulty receiving approval from school principals, concerned about property damage, etc., to operate during afternoon/evening hours. Eventually, board members were able to persuade principals to open four buildings for Coalition programs. The Advisory Board also had difficulty identifying local start-up funding for the Coalition. Board members donated in-kind and cash funding to begin the Coalition; after twelve months of operation, community sponsors, including the City of Yakima, provided financial support.

Community denial of youth violence proved to be a major obstacle in the implementation of the Coalition program. However, the Board publicized the problem of youth violence and the results of the Coalition to the degree that the Coalition is included as a model program for the City of Yakima in its 1994 All-American City application. The Coalition also received the 1992 Governor's Award for Collaboration and Volunteerism for its efforts to solve a significant community problem.

Successes and Accomplishments

In the five sites of Coalition operation, youth violence has decreased by 80% over the past three years. The Coalition has provided 24,342 incidents of service to 1,030 Kid's Place participants. It has provided 18,357 incidents of service to 1,758 Night Action participants. The collaborative effort of the Yakima Gang Prevention/Intervention Coalition has influenced similar models throughout Yakima County.

Prospects for Replication

The Coalition staff has received numerous requests from communities throughout Washington to speak about the development, implementation, and evaluation of the program. Staff have assisted two communities in Washington in replicating the program, and the program was included as a model in the Governor's "Youth Violence Prevention Bill."

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West Virginia

Mountaineer ChalleNGe Academy

Statement of the Problem

In the State of West Virginia, roughly 3,000 young people who are 16, 17, and 18 years of age, drop out of school each year. It has been estimated that by the year 2000, new jobs will require a work force whose median level of education is 13.5 years. Some of the slowest growing and poorest paying segments of the job market are those which have a large proportion of workers with less than four years of high school. It has been suggested that low levels of education are related to a lower standard of living, crime, and substance abuse.

Goals and Objectives

Three goals have been identified for the Mountaineer ChalleNGe Academy. The first goal is to provide a socialization process through which participants can develop the positive self-image, discipline, motivation, and identification with the community necessary to function as contributing members of society. The second goal is to enhance participants' education skills, instill a desire to continue self improvement, and teach those values and life skills required to succeed on the job and within a family. Goal three is to integrate program graduates into the larger community through assistance with employment and educational pursuits.

To support these goals, the following objectives have been developed: (1) graduating cadets will have received the General Equivalency Diploma or be accepted to return to high school; (2) graduating cadets will be placed in employment, employment skills training, apprenticeship, or education; (3) each cadet will demonstrate improvement in the areas of self discipline, personal and community responsibility, goal planning, physical conditioning, and human relations skills; and (4) graduating cadets will have established a relationship with a mentor from their home community.

The Academy expects to be graduating a minimum of 100 cadets per year by 1995. A goal of the external assessment instrument is to track Academy graduates, comparing their progress and accomplishments to a similar group of high school students and drop outs who have not had the benefits of the Academy.

Program Components

The Mountaineer ChalleNGe Academy was developed as a prevention program using several intervention strategies found to be effective with at-risk youth. Community service offers youth the opportunity to be involved in worthwhile efforts while learning about themselves and how to get along with others. Military service offers the structure and discipline necessary to build character, confidence, and self worth. A substantial residential phase offers the structure and environment needed to foster change. A curriculum which is designed to deal with the whole person and incorporates a significant period of aftercare offers the greatest opportunity for long-term success.

Applicants to the Academy must be between the ages of 16 and 18; a high school drop out; a citizen of West Virginia; unemployed; not currently on parole or probation for other than juvenile status offenses; not awaiting sentencing; not under indictment, charged, or convicted of a felony; free from use of illegal drugs or substances; and mentally and physically capable of participating in the rigorous activities of the program. Both males and females may apply. An applicant to the Academy must complete a lengthy application which requires them to be nominated, be recommended, and write in their own words why they wish to attend the Academy. They also must be interviewed by a panel comprising military, education, and industry personnel and receive a physical in order to be considered for selection.

The program consists of a 22-week residential phase and a one-year aftercare mentor phase. The curriculum has eight primary core components: education, citizenship, leadership, health and hygiene, physical fitness, life coping skills, job skills, and community service. Each cadet is required to develop and maintain a goal plan which includes education, work, physical conditioning, and life planning. Within the core components, cadets work on cultural studies, community violence, the environment, team building, parenting, self assessment, and employability, computer, and other skills. Each cadet has numerous opportunities to participate in community service and work projects throughout the State. Additionally, cadets take regular cultural enhancement, education, and leisure activity trips. Permeating the entire experience is the military flavor of the Academy which includes drill and ceremony, inspections, military-type courtesy training, and daily structure.

The program rests on the basic assumption that traditional school has been a failed effort for all those who apply to the Academy. As a result of this assumption, training at the Academy is based on experience learning. Participants spend very little time in the classroom and substantial time in the computer lab, utilizing a software package to obtain the skills and information necessary to pass the GED examination. Every effort is made to provide training opportunities that require the cadet to be an active part of the learning process.

Each cadet receives a $15 per week living allowance and a $2,200 stipend upon graduation to assist with the purchase of work clothes, training expenses or materials, work tools, transportation to work or training, or other items required to assist the cadet in his or her successful transition home.

The Academy runs on a merit system. Academic and physical fitness achievements, superior military inspections, work projects, and service projects are rewarded. Cadets receive ribbons, medals, and extra privileges for good work. Trips to diversions off campus may also be given as rewards for outstanding achievement.

Each of the Academy classes begins with approximately 80 students. A staff of 30 work in the areas of administration, student services, and logistics. Twenty-three staff members are devoted primarily to student services. The staff are State employees who may be, but are not necessarily, National Guardsmen.

A cadet may be dismissed from the program for several reasons. The two most common reasons for dismissal are drug use, including tobacco use if there are several violations, and violence towards other cadets, depending on the frequency and seriousness of the abuse. Random urinalysis is conducted throughout the program to ensure program compliance.

Once a cadet completes the residential phase of the program, he or she is assigned a mentor who works with the youth for one year. The mentors are recruited from the ranks of the National Guard and the civilians in the communities where the youth live. Mentors must go through an application process. If selected, they must make contact with their mentee at least once a week. Mentors are trained in working with the youth, the cadets' families, and the National Guard.

Results and Impact

Performance Measures

Several types of evaluation provide measures of performance. Internal assessment is conducted continuously by Academy staff to determine student progress in all areas of the curriculum. GED testing is conducted when a cadet has progressed to the level at which assessment indicates he or she will most likely pass. On-going assessment is used to modify a cadet's educational goal plan. Internal assessment is also used to determine whether the objectives pertaining to personnel hiring and firing practices, budgeting, purchasing, staff training, applicant selection, and physical environment have been met.

External assessment is provided by an outside firm, on a contract basis, selected by the National Guard Bureau to evaluate all portions of the curriculum and operations of the Academy. Both internal and external assessment measures will be used to track each cadet's progress during the aftercare phase and beyond.

Implementation Problems and Successes

Most implementation difficulties are due to the short timespan allotted for implementation once funding was approved. Program design called for extensive application review, interviews, physicals, and record checks prior to the acceptance of an applicant. For the first class, applicants were accepted hurriedly in order to fill slots prior to the mandated implementation date. This resulted in a low number of graduates and a low GED passing rate. For the second class, the application process was conducted as designed, resulting in a greater number of participants who have the capabilities to complete the course. Further, eleven cadets in the second class have already taken and passed the GED.

Another difficulty brought on by the compressed timeframe was the inability to work closely with parents or guardians in the early stages of the program. It is imperative that cadets' families be active participants in the development and planning process. The academy has begun to contract with the cadets and their families, outlining each person's expectations of the other.

The shortened timeline also made it difficult to select a staff. Improper screening resulted in the selection of some unsuitable staff members. Administrators are still working to complete the staff of thirty people.

The program and staff have been able to effect programmatic change from the first class to the second. Many difficulties due to time constraints in the first class have been eliminated, and the program has been strengthened substantially as a result.

Successes and Accomplishments

To date, there has been one graduating class of 22 cadets. Of that number, 13 graduated with their GEDs, and one non-graduate received his GED. Two have returned to high school. Two cadets were unsuccessful in passing any portion of the GED; however both are employed. All others have passed portions of the test, are awaiting results, or have enrolled in GED programs in their home communities. All graduating cadets are employed, are awaiting training, are returning to school, have been accepted for college, or are entering the military. To date, no graduate has been arrested. In addition, no graduate is known to be using drugs.

Unexpected corollary accomplishments have been apparent in those cadets who failed to graduate from the Academy. A survey of a number of those cadets shows that many have found employment, some have returned to school, and in all but one case, parents have indicated that there has been a significant improvement in their son's or daughter's attitude, motivation, and self confidence.

Prospects for Replication

Replication of the program depends on several factors. The first is that significant funding be in place to cover unexpected expenses, such as high medical costs due to the number of youth with health problems. Many applicants come to the program with pre-existing conditions that affect their ability to complete the program, such as impaired vision or hearing. It is imperative that those conditions be corrected and not be allowed to limit the youth's opportunity for success.

Additionally, a 24-hour, 7-day-per-week, staff intensive schedule is necessary if individual programming is to be maintained. This requires considerable work on training schedules and substantially increased funding levels over traditional training programs.

If the model is to be effective, the military aspect of the program is paramount. This may require hiring military retirees and/or National Guard or Reserve members. The success of the program hinges on the ability to consistently and effectively administer the program with a military structure and disciplinary approach. Adequate planning and implementation time must be allowed. Staff must be selected carefully. The application and selection process is critical to success. Finding mentors for all graduates is a lengthy and tedious process, and time should be allowed for adequate staff training and trial runs.

Finally, the program should employ a clinical psychologist. Other resources may compensate for this, but having a clinical psychologist on staff is preferable for the well-being of the program participants.

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Wisconsin

Project Bootstrap, Inc.

Statement of the Problem

Project Bootstrap, Inc. began in Fall 1987 to meet the needs of at-risk children. It is a multifaceted program that integrates the best of the current models for educational support, supportive family groups, family mentoring, and alcohol and other drug abuse programs into a single effort. Project Bootstrap's goal is its namesake, to teach children that with personal initiative they can "haul themselves up from trouble by their bootstraps."

Goals and Objectives

The first goal of the program is to provide a violence-free environment for and improve the school performance of youth experiencing Post Traumatic Stress Disorder (PTSD) stemming from long time exposure to inner-city violence. To reach this goal, the program's objectives are to provide (1) in-depth group counseling by a trained clinical psychologist; (2) "hands on" workshops and educational materials that provide alternatives to aggression; (3) speakers on violence, its causes, and its effects; (4) the means through which the students can interact with the Madison Metropolitan Police Department in a positive manner and view the police more favorably; (5) positive family role modeling through a family mentoring program; and (6) a safe surrogate family for youth residing in violent dysfunctional families.

A second goal is to educate at-risk youth about methods for keeping their lives violence-free. To do so,the program provides alternatives-to-aggression support groups for various ages. In addition, field trips to State prisons allow at-risk youth an opportunity to interview prisoners with long-term sentences related to violence.

A third goal of the program is to provide extra-curricular educational support designed to increase the number of at-risk students graduating from high school. Objectives to achieve this goal include: (1) providing a safe and non-threatening environment in which to complete assigned homework; (2) providing individual tutors to assist students with difficult subjects and concepts; (3) maintaining a progress report system with the Madison School District that is consistent, informative, and timely; (4) developing and maintaining contact with individual school district case managers, counselors, social workers, psychologists, teachers, and administrators; and (5) administering psychological and behavioral tests to help determine the psychological and educational services required.

Encouraging parental responsibility for the problems of violent and educationally at-risk youth is also a high priority. This is approached by conducting weekly parent support groups;

providing on going counseling by a clinical psychologist; developing an interactive relationship among the school district, local law enforcement agencies, county social services, and Project Bootstrap, Inc.; and increasing parental awareness of alcohol, drugs, and their affects on children.

Program Components

Participating children come to Project Bootstrap four afternoons per week for three hours and receive a wide range of services including nourishment, assistance with homework, attention, a violence-free environment, and counseling.

A Safe, Productive Environment. Project Bootstrap recognizes that education is not possible where violence or the threat of violence exists. The program addresses the issue of violence in the school, the home, and the community. Student orientation into the Bootstrap Program involves anti-violence information and a violence prevention curriculum. Every attempt is made to ensure a positive environment in which the children feel safe and wanted. For nine months, the counselors, who are trained in parenting skills by a clinical psychologist, act as surrogate parents. The counselors assist the students with school and personal concerns.

Academic testing at the beginning of the year gauges a student's strengths and weaknesses in order to determine the programming that best serves the students. Tutors are available to provide academic assistance during the time set aside each night for homework. The tutors also emphasize reading skills. The reading material addresses such issues as self-esteem building and gangs which are discussed by the speakers from community organizations.

The counselors impart life skills information to the children. Each counselor is responsible for encouraging the youth under his/her supervision to consider higher education after completing high school. Career development is a focus, and youth are introduced to various individuals in a variety of careers. Pregnancy prevention, crime prevention, alternatives to aggression, sexually transmitted diseases, and prevention of the AIDS virus are a few of the topics that the counselors, with community-based support, address with the youth. Appropriate resources within the community handle these issues. The "building the village" concept involves identifying existing programs that will benefit the youth; the Bootstrap Program brings these programs and the children together.

Crime Prevention and Alternatives to Aggression. Preventive measures against aggression and criminal behavior must be realistic and timely. Project Bootstrap brings in clinical psychologists every week to work with the students affected by aggression and other personal problems. Psychological testing and personal profiles help the clinical psychologist determine which issues are having the greatest negative effects on the child.

Project Bootstrap also utilizes the Wisconsin Department of Corrections' Project Aware. This program allows the students to visit a prison and talk with the prisoners. Many similarities exist between the socio-economic and early backgrounds of the prisoners and Bootstrap youth.

The Family Mentoring. In the absence of family role models, Project Bootstrap appeals to high profile, functioning families in the community to share family time and positive experiences with youth from dysfunctional families. The mentoring family shares skills and experience in problem solving, planning for the future, and budget planning, as well as social activities with their mentee.

Parent Participation: "Parents Supporting Parents." Project Bootstrap attempts to involve the parents in their child's success. In order to do this, a group meets each week to help inform parents about their role as such. These meetings give the parents the chance to interact and address issues concerning their children and their personal lives. The weekly discussions are facilitated by a trained parent. Topics for the meetings are chosen by the parents, who are all encouraged to participate and give feedback to others.

Alcohol and Other Drug Abuse (AODA) Youth Corp. During the first Project Bootstrap Parent Support Group meeting, roughly half of the parents confessed that they abused crack cocaine. The program's response was to create the Alcohol and Other Drug Abuse (AODA) component of Project Bootstrap, set up so that youth could teach other children and adults about the dangers of drug abuse. The program collaborates with the Madison Police Department in this effort. The children put on skits about the effects of drug abuse in local community centers. The skits also give hard facts on the effects of drug use on overall health.

The Bootstrap Cluster Program. The Bootstrap Cluster Program was set up in response to the growing number of students being expelled from school for weapons violations or other violent behaviors. Project Bootstrap and the school district realized that the expulsions allowed children to roam the streets, creating more problems for the student and the community.

The program operates with the understanding that these students need more than just regular schooling; they need an inclusive environment that deals with aggression and academic failure. Most of these students are falling behind their peers in their schoolwork because of their disruptive behavior. The program instills in them an understanding of the importance of education and good behavior. A small group setting allows greater individual attention. Many students change their whole attitude towards school after they receive the help and attention they need.

The students operate on a slightly reduced academic schedule that allows career and social skills curricula to be taught by a Bootstrap counselor. This gives the children a chance to become aware of their possibilities. The students work on interacting with each other in a constructive and non-violent way. The school teacher and the Bootstrap counselor work together to provide discipline and thus stability. Student progress is charted daily. This allows the parents to see the daily attitude and behavior of their child. Program staff keep in close contact with county social workers and school personnel formerly involved with the students in order to create the best plan for each student.

The Cluster children are also enrolled in the regular Project Bootstrap services, which allows program staff to give them more schoolwork and life skills help, including group counseling and AODA education. This aspect of the program shows the students what regular school students are doing in order to succeed. This teamwork gives the Cluster students a greater chance for success.

Graduation. At the end of each school year, some of the Project Bootstrap children graduate from the program. The graduating children, along with others, are given special recognition and awards. Special achievements, such as the greatest grade improvement over the school year, are recognized. The children are given framed diplomas when they graduate from Project Bootstrap.

Results and Impact

Implementation Problems and Successes

Initially, the School Board had budgetary concerns and was uncomfortable spending money on this select group of children because they have so many needs. However, after further investigation, the Board discovered that a reallocation of resources had the potential to make a difference in these children's lives and agreed to fund the pilot project. After the first year, the program funding became community-wide.

One of Project Bootstrap's problems is that not all of the staff work full-time, which would help the program operate more smoothly. Greater funding is necessary for this to occur. Finally, taking children into the program in the middle of the year has created difficulties. While the children receive desperately needed services, they disrupt the flow of the program to a certain degree.

Successes and Accomplishments

Project Bootstrap, Inc. has been very successful. One of the major positive influences the program has had on students is to improve their attendance. In the 1992-93 school year, attendance improved 78.7%. Eighty-two percent of Project Bootstrap's students remain in school two years after completing the program.

The attitude and behavior of Project Bootstrap students have improved 72.4%. Grade point averages have improved 79%. Family and community-related violence among Project Bootstrap families have decreased by 80.6%. Seventy-nine percent of Project Bootstrap, Inc. students are no longer considered immediately at-risk.

Prospects for Replication

Project Bootstrap, Inc. can be easily and economically replicated. The detailed proposal for the project is available along with consulting services designed to help other organizations find the funding to develop their own charter Bootstrap. The program is presently being replicated in Chicago, Illinois.

In addition, a proposal for an alternative-to-suspension program based on Bootstrap was submitted in Spring 1994. Project Bootstrap, Inc., family services, social services, and the school district collaborate in this alternative, called the "Trauma Unit." If funded, the unit will perform crisis intervention by assessing the children and helping them and their parents with their problems. The unit is designed to operate as an in-school suspension.

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